HISTORY OF THE U.S. POSTAL SERVICE

1775-1984

UNITED STATES POSTAL SERVICE

U.S.MAIL

U.S. POST OFFICE

FIVE CENTS 5

JONES RUSSELL'S PIKES PEAK DENVER CITY OCT 6 1859 EXPRESS CO.
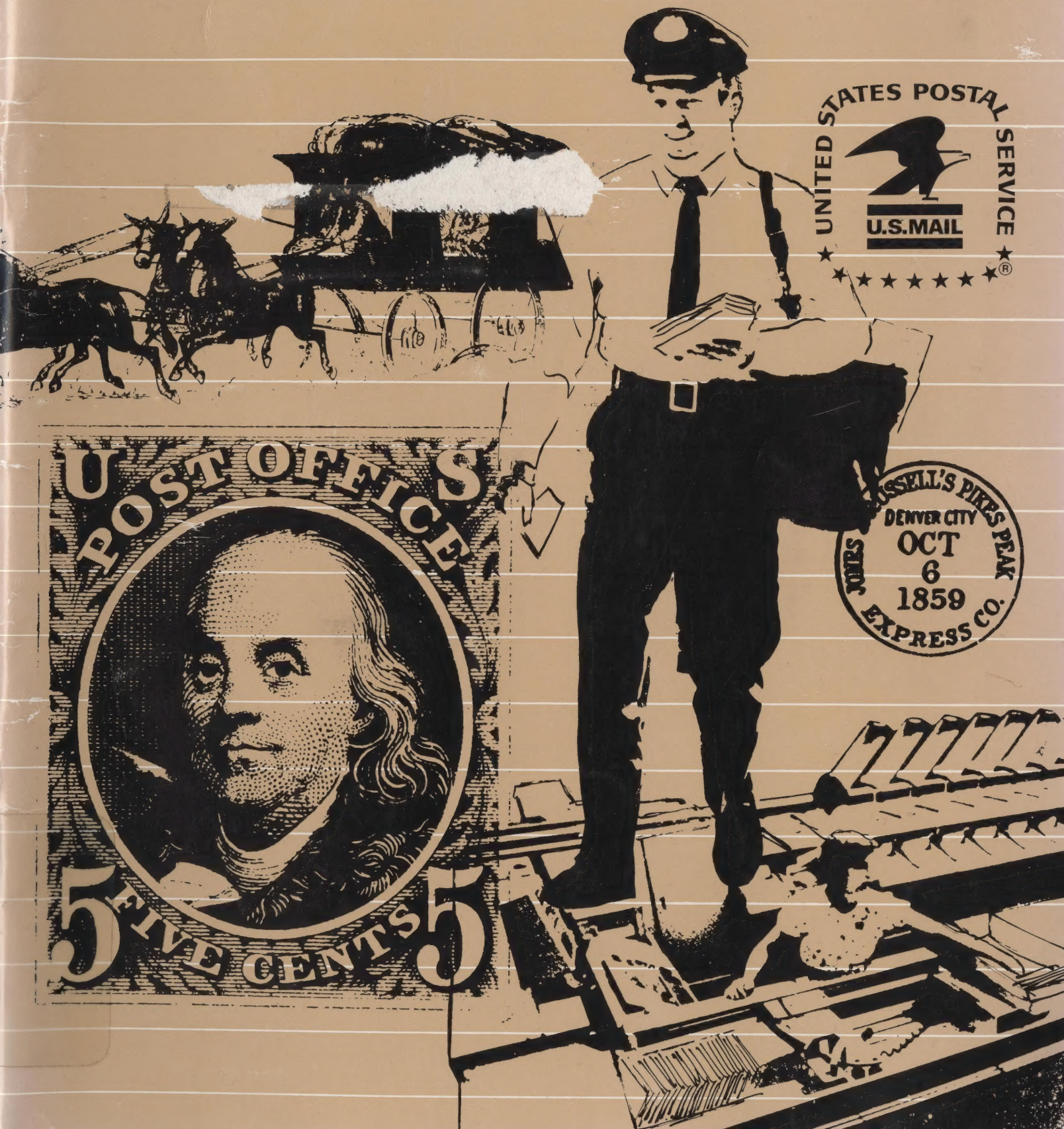
Preface

Man has always faced problems of time and space in transmitting written communications to maintain contact with his fellow man. In ancient times, planning of national affairs was as important as it is today, and heads of government were equally dependent on the speed with which information could be relayed. Although early postal systems limited their services to government officials or royalty, the mail courier was then, as now, the vital link in the government's economy.

It is no wonder that our postal system—the only branch of government that directly affects every man, woman, and child in the nation—perennially excites the curiosity and interest of the public.

The answers to the questions directed most often to the Postal Service by that public—the businessman, reporter, student, writer, housewife, history buff—are in this publication. They cover, briefly, the story of the American postal system from its inception under the Continental Congress to the present U.S. Postal Service.

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A. Colonial Postal Systems

On July 26, 1775, members of the Second Continental Congress meeting at Philadelphia, agreed. . . "that a Postmaster General be appointed for the United States, who shall hold his office at Philadelphia, and shall be allowed a salary of 1,000 dollars per annum. . ."

That simple, undramatic statement signalled the birth of the Post Office Department, the predecessor of the U.S. Postal Service and the second oldest department or agency of the present United States of America.

It was more than a hundred years earlier, however, that the first official notice of a postal service had appeared in colonial America. In 1639, the General Court of Massachusetts had designated Richard Fairbanks' tavern in Boston as the official repository for mail brought from or sent overseas, in line with a practice long used in England and other civilized nations to use coffee houses and taverns as mail drops.

For a full half century after the first regulation was approved in Massachusetts, post routes serving the colonies were operated by local authorities. In 1673, Governor Lovelace of New York set up a monthly post between New York and Boston. The service was of short duration, but the postman's trail became known as the Old Boston Post Road, part of today's U.S. Route 1.

Pennsylvania's first post office was set up by William Penn in 1683. In the South, a private messenger service, usually slaves, connected and unified the huge plantations: a hogshead of tobacco was the penalty for failing to deliver mail to the next plantation.

Central postal organization came to the colonies only after 1691, when Thomas Neale received a 21-year grant from the British Crown for a North American postal service and appointed Andrew Hamilton, Governor of New Jersey, as his Deputy Postmaster General. Neale never came to America. Although his franchise cost him only 80 cents a year, it was apparently no bargain; he died heavily in debt, in 1699, after assigning his interests in America to Andrew Hamilton and another Englishman, named West.

In 1707, the British Government bought the rights of West and the widow of Andrew Hamilton and ap-pointed John Hamilton, Andrew's son, as Deputy Postmaster General of America. He served until 1721, when he was succeeded by John Lloyd of Charleston, South Carolina. In 1730, Alexander Spotswood, a former Lieutenant Governor of Virginia, became Deputy Postmaster General for America. His most notable achievement probably was the appointment of Benjamin Franklin as postmaster of Philadelphia in 1727. When Franklin became postmaster of Philadelphia, he was only 31 years old and at the beginning of his career. Later, he was to become the most popular man of his age, but he was then a somewhat unsuccessful printer/publisher of *The Pennsylvania Gazette*.

Head Lynch succeeded Spotswood in 1739, and in 1743 Elliot Benger followed Lynch. When Benger died in 1753, Franklin and William Hunter, postmaster of Williamsburg, Virginia, were appointed by the Crown as Joint Postmasters General for the colonies. Hunter died in 1761 and John Foxcroft of New York succeeded him, serving until the outbreak of the Revolution.

As a Joint Postmaster General for the Crown, Franklin effected many important lasting improvements in the colonial posts. He immediately began to reorganize the service, setting out on a long tour of inspection of all post offices in the north and as far south as Virginia. New surveys were made, milestones were set up on principal roads, and new and shorter routes laid out. Mail was carried by night between Philadelphia and New York, and weekly trips were inaugurated between Philadelphia and Boston, shortening the travel by at least one half. By 1760, Franklin was able to report his first surplus to the British Postmaster General. When he left office, post roads were in operation from Maine to Florida and from New York to Canada, and mail between the colonies and the mother country operated on a regular schedule.

By 1774, however, the colonists were viewing the Royal post office with some suspicion, and in that year Franklin was dismissed by the Crown for actions sympathetic to the cause of the colonists. Shortly after that, William Goddard, a printer and newspaper publisher (whose father had been postmaster of New London, Connecticut under Franklin), set up a Constitutional Post for inter-colonial mail service. By 1775,

when the Continental Congress met at Philadelphia, Goddard's independent post was flourishing, and 30 post offices were in operation between Portsmouth, New Hampshire, and Williamsburg.

B. Continental Congress Control

After the Boston riots in September 1774, it had become inevitable that the colonies would separate from the mother country. A Continental Congress was organized at Philadelphia in May 1775 for the purpose of establishing a separate government, and one of the first questions before the delegates was how to convey and deliver the mail.

Benjamin Franklin, newly returned from England, was appointed chairman of a Committee of Investigation to establish a postal system. The report of the Committee, providing for the appointment of a postmaster general for the 13 American colonies, was considered by the Continental Congress on July 25 and 26, and on July 26, 1775, Franklin was appointed Postmaster General, the first appointed under the Continental Congress. Richard Bache, his son-in-law, was named Comptroller and William Goddard was appointed Surveyor.

Franklin served until November 7, 1776. America's present postal service descends in an unbroken line from the system he planned and placed in operation, and history rightfully accords him major credit for establishing the basis of a postal service that has performed magnificently for the American people.

In 1778, Article IX of the Articles of Confederation gave Congress "The sole and exclusive right and power. . .establishing and regulating post offices from one State to another. . .and exacting such postage on papers passing through the same as may be requisite to defray the expenses of the said office. . ." Postal laws and regulations were revised and codified in the Ordinance of October 18, 1782.

C. The Post Office Department

Following the adoption of the Constitution in March 1789, an Act of September 22, 1789 (1 Stat. 70), temporarily established a post office and created the Office of the Postmaster General under the Treasury. On September 26, 1789, George Washington appointed Samuel Osgood of Massachusetts as the first Postmaster General under the Constitution. At that time there were 75 post offices and about 2,000 miles of post roads, although as late as 1780 the postal staff

had consisted only of a Postmaster General, a Secretary/Comptroller, three surveyors, one Inspector of Dead Letters, and 26 post riders.

The postal service was temporarily continued by the Act of August 4, 1790 (1 Stat. 178), and the Act of March 3, 1791 (1 Stat. 218). An Act of February 20, 1792, made detailed provisions for the Post Office Department. Subsequent legislation enlarged the duties of the Department, strengthened and unified its organization, and provided rules and regulations for its development.

Philadelphia was the seat of government and postal headquarters until 1800. When the Post Office Department moved to Washington in that year, officials were able to carry all postal records, furniture, and supplies in two wagons.

In 1829, upon the invitation of President Andrew Jackson, William T. Barry became the first Postmaster General to sit as a member of the President's Cabinet. On June 8, 1872 (17 Stat. 284-4), the Post Office Department was specifically established by Congress as an Executive Department.

D. Postal Role in the Social and Economic Development of the U.S.

Between the revolutionary period and the first World War, U.S. postal officials applied themselves to improving transportation of the mails, and from the first days of independence to the present the Postal Service has been instrumental in developing and subsidizing every new mode of transportation in the United States. The postal role was a natural one: apart from postal people themselves, transportation was the single most important element in mail delivery, literally, the legs of communication.

Even though the general public was skeptical or fearful of each new means of transportation that increased speed, postal officials experimented with every invention that offered potential for moving the mail faster, often suffering embarrassment, ridicule, or even abuse, in the process.

As mail delivery evolved from foot to horseback, to stage, steamboat, railroad, automobile, and airplane, with intermediate and overlapping use of balloons, helicopters, and pneumatic tubes, the largest single insurance available to developing transports for the income necessary to build the great highways, rail lanes, and airways that eventually spanned the continent was mail contracts.

By the turn of the 19th Century, the Post Office had bought a number of stagecoaches for operation on the nation's better post roads while continuing to encourage new designs for improving passenger comfort and safer carriage of the mail.

Ten years before waterways were declared post roads in 1823, the Post Office was using steamboats to carry mail between post towns where no roads existed.

In 1831, when steam-driven engines "traveling at the unconscionable speed of 15 miles an hour" were often denounced as a "device of Satan to lead immortal souls to hell," railroads began to carry mail cargo for short distances. By 1836, two years before railroads were constituted post roads, the Post Office had awarded its first mail contract to the railroads. (See Part 1, Section D.2, Railway Mail Service)

As early as 1896, before many people in the United States were even aware of the birth of a new mode of transportation that would eventually supplant the horse and buggy, the Post Office Department was experimenting with the "horseless wagon" in its timeless search for faster and cheaper carriage of the mails. In its Annual Report for 1899, the Department announced it had conducted a test in Buffalo of the practicality of the automobile for collecting mail. In 1901, it entered into its first contract to carry the mail by automobile between the Buffalo Post Office and a postal station in the Pan American Exposition grounds. Although it took 35 minutes to traverse the 4½ miles between the two offices, the Department professed great satisfaction with the contract and prepared for similar service on January 1, 1902, at Minneapolis.

From 1901 to 1914, the Post Office performed all of its vehicle service under contract. In that latter year, unhappy over the exorbitant rates and frequent frauds uncovered in these accounts, the Department asked and received approval from Congress to perform automobile service by Government-owned motor equipment and established the first Government-owned motor vehicle service at Washington, D.C. on October 19, 1914.

1. The Pony Express

In the meantime, early in the 19th Century, the population of the United States had begun flowing steadily westward into the newly acquired territories of Louisiana, Oregon, and California. Wagon trains inched along the old Santa Fe, Mormon, and Oregon Trails, their passengers more often than not decimated by Indian attacks, hunger, disease, and pestilence.

After the discovery of gold in California in 1848, the pioneer movement quickened, and in that year the Post Office awarded a contract to the Pacific Mail Steamship Company to carry mail to California. Under this contract, the mail traveled by ship from New York to Panama, moved across Panama by rail, and went on to San Francisco by ship. Under normal conditions, it was supposed to take three or four weeks to receive a letter from the East, but this norm was seldom achieved.

Some overland mail had been reaching California as early as 1848, if erratically, via the military through Fort Leavenworth and Santa Fe. Scheduled overland service for semi-weekly trips, however, did not begin until September 15, 1858, after the Post Office had issued a mail contract to the Overland Mail Company stage line of John Butterfield, whose stages used the 2,800-mile *Southern* route between Tipton, Missouri, and San Francisco. Although the specified running time was 24 days, as a practical matter cross-country mail was often delayed for months.

Californians felt their isolation keenly. Los Angeles, for example, learned that California had been admitted to the Union fully six weeks after the fact. Five years later, in 1853, the *Los Angeles Star* somewhat plaintively asked its readers: "Can somebody tell us what has become of the U.S. mail for this section of the world? Some four weeks since it has arrived here. The mail rider comes and goes regularly enough but the mail bags do not. One time he says the mail is not landed in San Diego; another time there was so much of it the donkey could not bring it, and he sent it to San Pedro on the steamer—which carried it up to San Francisco. Thus it goes wandering up and down the ocean. . . . ." It was abundantly clear that faster transportation was needed to the Pacific.

In March 1860, William H. Russell, an American transportation pioneer, advertised in newspapers as follows: "Wanted: Young, skinny, wiry fellows not over 18. Must be expert riders willing to risk death daily. Orphans preferred."

Russell had failed repeatedly to get backing from the Senate Post Office and Post Roads Committee for an express route to carry mail between St. Joseph, Missouri—the westernmost point reached by the railroad and telegraph—and California. St. Joseph was the strategic starting point for the direct 2,000-mile *Central* Route to the West. Except for a few forts and settlements, however, the route beyond St. Joseph

was a vast, silent wilderness, inhabited primarily by Indians.

Transportation across this area on a year-round basis was generally believed impossible because of extreme weather conditions. Russell, however, believed it was feasible year round and was ready to organize his own express, with or without a mail contract, to prove it.

As a first step, Russell and his two partners, Majors and Waddell, formed the Central Overland California and Pike's Peak Express Company. They went on to build new relay stations and to ready existing ones for use. The country was combed for good horseflesh, animals hardy enough to challenge deserts and mountains and to withstand thirst in summer and ice in winter. Riders were recruited hastily, but before being hired had to swear on a Bible not to "cuss," fight, or abuse their animals and to conduct themselves honestly.

Starting on April 3, 1860, the Pony Express ran through parts of Missouri, Kansas, Nebraska, Colorado, Wyoming, Utah, Nevada, and California. On an average day, a rider made 75 to 100 miles. He changed horses at relay stations, set about 10 or 15 miles apart, transferring himself and his "mochila," (a saddle cover with four pockets or cantinas for mail), to the new mount, all in one leap.

The first mail by Pony Express via the Central Route from St. Joseph to Sacramento took 10½ days, cutting the Overland Stage time via the Southern route by more than half. The fastest delivery time was in March 1861, when the inaugural address of President Lincoln was carried in seven days and 17 hours.

From April 1860 to July 1861, the Pony Express operated as a private enterprise. After July 1, 1861, it was operated under contract as a mail route until October 24 that same year when the transcontinental telegraph line was completed and the Pony Express became a legend. Although the Pony Express operated less than 19 months, they were heroic and dramatic months that compressed into a few pages the romance and essence of America's pioneer history, an actual venture that eclipses any western fiction published since.

2. Railway Mail Service

At least three decades before the Pony Express galloped into postal history, the "iron horse" made a formal appearance in August 1829, completing the first locomotive run in the United States on the Delaware and Hudson Canal Company road at Honesdale,

Pennsylvania. One month later, the South Carolina Railroad Company adopted the locomotive as its tractive power and in 1820 the Baltimore & Ohio's "Tom Thumb" or "Teakettle," America's first steam locomotive, successfully carried over 40 persons at more than 10 miles an hour. This beginning was considered somewhat less than auspicious when a stage driver's horse outran the "Tom Thumb" on a parallel track in a race at Ellicotts Mills, Maryland, on September 18, 1830. Later, however, a steam locomotive reached the unheard-of speed of 30 miles an hour in an 1831 competition in Baltimore and the dray horses used to power the first locomotives gradually were eased into history.

The Post Office Department recognized the use of this new mode of transportation for mail as early as November 30, 1832, when the stage contractors on a route from Philadelphia to Lancaster, Pennsylvania, were granted an allowance of $400 per annum "for carrying the mail on the railroad as far as West Chester (30 miles) from December 5, 1832." Although the Department apparently entered into a number of contracts providing for rail transportation of some part of the stage routes in succeeding years, the Postmaster General listed only one railroad company as a contractor during the first six months of 1836, i.e., "Route 1036 from Philadelphia to Mauch Chunk, Pennsylvania."

After passage of an Act of July 7, 1838, constituting all railroads in the United States as post routes, mail service by railroad increased very rapidly. The Post Office had appointed a clerk in charge of the mails on a railroad in 1837, and in June 1840 two mail agents were appointed to accompany the mail from Boston to Springfield "to make exchanges of mails, attend to delivery, and receive and forward all unpaid way letters and packages received."

At this time, mails were distributed in the larger post offices, and the only mail sent to the cars to be handled by the route agents was that intended for delivery at local points on the various lines. The agents opened the pouches from the local offices, separated the mail for other local points on the line for inclusion in pouches for those offices, and sent the balance into the terminal office for general distribution. Gradually, the clerks began to make up mail for connecting lines, as well as local offices, and the idea of distributing all transit mail on the cars slowly evolved.

The first experiment in distributing mails in so-called "post offices on wheels" was made in 1862 by William A. Davis between Hannibal and St. Joseph, Missouri,

in order to expedite the connection at St. Joseph with the overland stage. This new procedure was discontinued in 1863, but in August 1864 the Railroad Post Office began officially when George B. Armstrong, the Assistant Postmaster of Chicago, placed a postal car equipped for general distribution in service between Chicago and Clinton, Iowa, on the Chicago & Northwestern Railroad. This was followed by similar service between New York and Washington on what was later the Pennsylvania line; between Chicago and Rock Island; between Chicago and Burlington; and between New York and Erie on the Erie Railroad.

The Railroad Post Office soon became a successful system as the railway post offices on the trunk lines served the general service on the smaller lines in the same way as had the distributing post offices. The work on the smaller lines was practically unchanged. Employees handled local mails and turned over the through mails for distribution to the clerks on the trunk lines.

In the beginning of this service the bulk of the mail for distribution on the cars was confined to letter mail as the cars were not equipped for the distribution of paper mail, but by about 1869 the distribution of paper mail had gradually been absorbed and distributing post offices became a thing of the past.

The Railroad Post Office operated under the jurisdiction of the Railway Mail Service, a branch of the Bureau of Transportation in the Post Office Department until 1930, when more than 10,000 trains were being used to move the mail into every hamlet in the United States. By 1963, there were less than 1,000 trains carrying the mail, and by 1970 the railroads had been virtually eliminated as mail transporters, except for the Railway Post Office between New York and Washington, which operated until 1977.

(For further information on the changes in transportation patterns between the 1930s and the 1960s, see Part 1, Section D.7, ZIP Code, and Part 1, Section E.2, ZIP + 4)

3. Free City Delivery

Until 1851, the cost of sending a *single-sheet* letter 40 miles was either 6 cents or 8 cents; when the letter traveled over 400 miles, it cost 25 cents. These prices doubled, tripled, or quadrupled with each additional sheet. Envelopes were not used; the letter was folded and the address placed on the outside of the sheet. In addition, the customer had to take the letter to the post office to mail it and the addressee had to pick up the

letter at the post office, unless he or she lived in one of about 40 big cities where a carrier would deliver it to the home address for an extra penny or two.

Although postage stamps were made available in 1847, mailers had the option of sending their letters COD until 1855 when prepayment became compulsory. Previously, if the addressees refused to accept the letter—and they often did—the Post Office's labor and delivery costs were never recovered.

Street boxes for mail collection began to appear in big cities by 1858, and in 1863 *free* City Delivery was instituted in 49 of the country's largest cities. By 1890, 454 post offices were delivering mail to residents of U.S. cities. It was not until the turn of the century, however, that delivery came free to farmers and other rural residents.

4. Rural Free Delivery

Today it is difficult to envision the isolation and loneliness that were the lot of the farmer and his family in early America. The typical farm family had no telephone (the telephone was patented in 1877 but wasn't in general use until much later); no automobile (Henry Ford wasn't born until 1863 and his company wasn't organized until 1903); there were no radios, no TVs.

The farmer's only links to the outside world were the mail and the newspapers that came by mail to the nearest post office. Since the mail had to be picked up, this meant a trip to the post office, often involving a day in travel. The farmer often delayed picking up his mail for days, weeks, or even months until the trip could be coupled with one for supplies, food, or equipment.

John Wanamaker was the first Postmaster General to advocate Rural Free Delivery (RFD). Although funds were appropriated a month before he left office in 1893, subsequent Postmasters General dragged their feet on inaugurating the new service so that it was 1896 before the first experimental rural delivery routes began in West Virginia, with carriers working out of post offices in Charlestown, Halltown, and Uvilla.

Many transportation events in postal history were marked by great demonstrations: the Pony Express, for example, and scheduled airmail service in 1918. The West Virginia experiment with rural free delivery, however, was launched in relative obscurity and in an atmosphere of hostility. Critics of the plan claimed it was impractical and too expensive to have a mailman trudge over rutted roads and through forests trying to deliver mail in all kinds of weather.

The farmers, to a man, were delighted with the new service and with the new world that was being opened up to them. After receiving free delivery for a few months, one observed that it would take away part of life to give it up. Another farmer, this one from Missouri, looked back on his life and calculated that in 15 years he had traveled 12,000 miles going to and from his post office to get the mail.

One of the byproducts of rural free delivery was the stimulation it provided to the development of the great American system of roads and highways.

A prerequisite for rural delivery was good roads. After hundreds of petitions for rural delivery were turned down by the Post Office because of unserviceable and inaccessible roads, responsible local governments were impelled to extend and improve existing highways. Between 1897 and 1908, these local governments spent an estimated $72 million on bridges, culverts, and other improvements. In one county in Indiana, farmers themselves paid over $2,600 to grade and gravel a road in order to qualify for RFD.

The impact of RFD as a cultural and social agent for millions of Americans was even more striking, and in this respect rural delivery still is a vital link between industrial and rural America.

5. Parcel Post

The establishment of rural delivery was a heady taste of life for rural Americans, and they soon increased their demand for delivery of small packages, such as foodstuffs, tobacco, dry goods, and drugs, commodities not easily available to the farmers.

Private express companies and country retail merchants fought long and hard against a parcel post, but rural residents represented 54 percent of the country's population, and they were equally vociferous. While the question was still being hotly debated in Congress, one of the express companies declared a large dividend to stockholders, and public indignation at so-called exorbitant profits helped decide the issue for Congress.

Parcel Post became law in 1912, and service began January 1, 1913. It was an instant success. In all parts of the country enthusiastic advocates of the service celebrated by mailing thousands of parcels in the first few days. The effect on the national economy was electric. Marketing and merchandising through parcel post gave rise to the great mail order houses that still flourish.

Montgomery Ward, the first mail order house, started with a one-page catalogue in 1872. After parcel post was inaugurated, the mail order catalogue became the most important book in the farmhouse next to the Bible; it was, in fact, often called "The Homesteader's Bible."

Sears Roebuck and Company followed Montgomery Ward in 1893. In 1897, after one year of rural delivery, Sears boasted it was selling four suits and a watch every minute, a buggy every 10 minutes, and a revolver every two minutes; after five years of parcel post delivery, Sears had tripled its revenues.

6. Airmail

The Post Office Department's most extraordinary role in transportation was probably played in the sky, a role, unfortunately, that is little known today other than to postal employees and the pioneers of American aviation.

The United States government had been slow to recognize the potential of the airplane. In 1905, the War Department refused three separate offers by the Wright Brothers to share their scientific discoveries on air flights. Even after the brothers had satisfied many European nations in 1908 that air flight was feasible, America owned only one old and dilapidated plane.

The Post Office, however, was intrigued with the possibility of carrying mail through the skies and authorized its first experimental mail flight in 1911, at an aviation meet on Long Island in New York. Earle Ovington, sworn in as a mail carrier by Postmaster General Frank Hitchcock, made daily flights between Garden City and Mineola, New York, dropping his mail bags from the plane to the ground where they were picked up by the Mineola postmaster. Later, in 1911 and through 1912, the Department authorized 52 experimental flights in at least 25 states at fairs, carnivals, and air meets.

These flights convinced the Department that the airplane could carry a payload of mail, and officials urged Congress repeatedly after 1912 to appropriate money to launch airmail service. Congress finally authorized use of $50,000 from steam-and-powerboat service appropriations for airmail experiments in 1916. The Department advertised for bids in Massachusetts and Alaska, but in the absence of suitable planes there were no responses.

In 1918, however, Congress appropriated $100,000 to establish experimental airmail routes, and the Post Office urged the Army Signal Corps to lend their planes and pilots to the Post Office to start an airmail

service. Carrying the mail, they argued, would provide invaluable cross-country experience to student flyers. The Secretary of War agreed.

On May 15, 1918, the Post Office Department began scheduled airmail service between New York and Washington, an important date not only for the Post Office but for all commercial aviation. Simultaneous takeoffs were made from Washington's Polo Grounds and from Belmont Park, Long Island, both trips by way of Philadelphia.

During the first three months of operation the Post Office used Army pilots and six Jenny training planes of the Army (JN-4Hs), but on August 12, 1918, the Post Office took over all phases of the airmail service, using newly hired civilian pilots and mechanics and six specially built mail planes from the Standard Aircraft Corporation.

These early mail planes had no instruments, radios, or other navigational aids. Pilots flew by dead reckoning or, in the parlance, "by the seat of their pants." Forced landings occurred frequently because of bad weather, but fatalities in those early months were rare, largely because of the small size, maneuverability, and slow landing speed of the planes.

Congress had authorized airmail postage of 24 cents, including special delivery. The public was reluctant to use this more expensive service, and during the first year airmail bags contained as much regular mail as airmail.

The Department's long-range plans called for an eventual transcontinental air route from New York to San Francisco to better its delivery time on long hauls and to lure the public into using airmail. The first legs of this transcontinental route—from Cleveland to Chicago with a stop at Bryan, Ohio, and from New York to Cleveland with a stop at Bellefonte, Pennsylvania —were opened in 1919. A third leg was opened in 1920 from Chicago to Omaha, via Iowa City, and feeder lines were established from St. Louis and Minneapolis to Chicago. The last transcontinental segment from Omaha to San Francisco, via North Platte, Cheyenne, Rawlins, Rock Springs, Salt Lake City, Elko, and Reno, was opened on September 8, 1920.

At this time, mail was still being carried on trains at night and flown by day, but even so the new service bettered cross-country all-rail by 22 hours.

In order to fly the mail all the way, both day and night, from New York to San Francisco, the Department began to install radio stations at each flying field in August 1920. By November, 10 stations were operating, including two Navy stations. When airmail traffic permitted, other government departments used the radios instead of the telegraph for special messages, and the Department of Agriculture transmitted weather forecasts and stock market reports over them.

On February 22, 1921, mail was flown both day and night for the first time over the entire distance from San Francisco to New York.

Congress was impressed. It appropriated $1,250,000 for the expansion of airmail service, especially ground facilities, and the Post Office Department went on to install additional landing fields, as well as towers, beacons, searchlights, and boundary markers across the country. It also fitted the planes with luminescent instruments, navigational lights, and parachute flares.

In 1922 and 1923, the Department was awarded the Collier Trophy for important contributions to the development of aeronautics, especially its safety record, and for demonstrating the feasibility of night flying. In 1926, an airmail pilot received the first Harmon trophy for advancing aviation.

On February 2, 1925, Congress passed a law "to encourage commercial aviation and to authorize the Postmaster General to contract for mail service." The Post Office immediately invited bids for its routes by commercial aviation. By the end of 1926, of 12 contracted airmail routes, 11 were operating.

The first commercial airmail flight in the United States was on February 15, 1926. As commercial airlines took over, the Post Office Department began transferring its lights, airways, and radio service to the Department of Commerce, including 17 fully equipped stations, 89 emergency landing fields, and 405 beacons. Terminal airports, except those in Chicago, Omaha, and San Francisco which were government properties, were transferred to the municipality in which they were located. Some planes were sold to airmail contractors; others were transferred to interested government departments. On September 1, 1927, all airmail was being carried under contract.

Charles I. Stanton, an early airmail pilot who later headed the Civil Aeronautics Administration, said in a speech about those early days of the scheduled airmail service:

"We planted four seeds. . . They were airways, communications, navigation aids, and multi-engined aircraft. Not all of these came full blown into the transportation scene; in fact, the last one withered and died

and had to be planted over again nearly a decade later. But they are the cornerstones on which our present world-wide transport structure is built, and they came, one by one, out of our experience in daily, uninterrupted flying of the mail."

7. ZIP Code

The change in character of the mail, the tremendous increase in mail volume, and the revolution in transportation coupled with the steep rise in manpower costs to make adoption of modern technology mandatory and helped produce ZIP Code.

Despite the growing transport accessibility offered by the air lanes, the Post Office Department in 1930 was still moving the bulk of its domestic mail by rail, massing, resorting, and redistributing it for long-distance hauling through the major railroad hubs of the nation. In that year, there were more than 10,000 mail-carrying trains crisscrossing the country, moving round the clock into virtually every hamlet and metropolitan area.

Though the handwriting was not yet on the wall, 1930 may have been the railroads' peak year; by 1963 less than 1,000 trains were carrying the mail and those that were available made fewer stops. It was a sad paradox that, during the period that saw a rise in mail volume of 150% from less than 28 billion pieces in 1930 to almost 68 billion in 1963, its major carrier was on a decline that by 1970 had virtually eliminated railroads as transporters of mail.

In these same years, 1930-1963, the United States had undergone many changes. It had not only suffered through a prolonged and paralyzing depression, it had fought its second world war of the 20th century and had moved from an agricultural economy to a highly industrial one of international preeminence. Not the least of the changes wrought by this industrial revolution was the one experienced in mail communication, involving vast alterations in the character, the volume, and the means of transporting mail.

The social correspondence of the earlier century had given way, gradually at first, and then explosively, to business mail, until in 1963 business mail constituted 80 percent of the total volume. The largest single impetus in this great outpouring of business mail was the computer. This giant of the technological revolution brought centralization of accounts and sent through the nation's mailstream an ever-growing mass of utility bills and payments, bank deposits and receipts, advertising matter, magazines, insurance premiums, credit card transactions, department store and mortgage billings and payments, dividends, and social security checks, to mention but a few.

In June 1962, the presidentially-appointed Advisory Board of the Post Office Department, after a study of its overall mechanization problems, made several primary recommendations. One was that the Department give priority to the development of a coding system, an idea that had been under consideration in the Department for a decade or more.

Over the years, a number of potential coding programs had been examined and discarded, but in 1963 the Department decided on a system advanced by department officials and on April 30, 1963, the Postmaster General John L. Gronouski announced ZIP Code would begin July 1, 1963.

Preparing for the new system was a major task involving a realignment of the mail system. The Post Office had recognized some years back that new avenues of transportation would have to be opened to the Department, and had begun setting up main focal points for air, highway, and rail transportation. Called the Metro system, these transportation centers were set up around 85 of the country's larger cities to deflect mail from the congested, heavily traveled inner city. The Metro concept was expanded, and it eventually became the core of 552 sectional centers, each serving between 40 and 150 surrounding post offices.

Once these sectional centers were delineated, the next step in establishing ZIP Code was to assign codes to the centers and the postal addresses they served. The existence of postal zones in the larger cities, set in motion in 1943, helped to some extent but, in some cases where the old zones failed to fit within the delivery areas, new numbers had to be assigned.

By July 1963, a five-digit code had been assigned to every address throughout the country. The first digit designated a broad geographical area of the United States, ranging from zero for the Northeast to nine for the Far West. This was followed by two digits which more closely pinpointed population concentrations and those sectional centers that are accessible to common transportation networks. The final two digits designated small post offices or postal zones in larger zoned cities.

ZIP Code began on July 1, 1963, as scheduled. Use of the new code was not mandatory at first for anyone, but in 1967 the Post Office required mailers of second- and third-class bulk mail to presort by ZIP Code. Although the public and mailers alike adapted well to its use, it was not enough.

E. Postal Reform: The U.S. Postal Service

It had become increasingly apparent in the late 1960s that the Post Office Department was in deep trouble. Years of financial neglect and fragmented control had finally seriously impaired its ability to function in a modern era in terms of facilities, equipment, wages, and management efficiency, as well as in terms of the highly subsidized rates that existed on all classes of mail, rates that, for many years bore little relation to their costs.

In 1966, the Chicago Post Office ground to a virtual stop under a logjam of mail, and at a hearing in 1967 Congressman Tom Steed, Chairman of the House Appropriations Subcommittee, stated the case for postal reform while questioning Postmaster General Lawrence O'Brien. The Congressman asked:

"Would this be a fair summary—that at the present time, as manager of the Post Office Department, you have no control over your workload; over the rates or revenue; over the pay rates of the employees that you employ; you have very little control over the conditions of the service of these employees; you have virtually no control, by the nature of it, of your physical facilities; and you have only a limited control, at best, over the transportation facilities that you are compelled to use—all of which adds up to a staggering amount of "no control" in terms of the duties you have to perform?"

What Congressman Steed did not articulate was that this total lack of control by the Postmaster General meant that, in most cases and except for ZIP Code, the mail was being handled virtually in the same way it had been handled 100 years earlier, despite skyrocketing mail volume.

As originally structured, the Post Office Department fell under the Treasury Department. In 1829, William Barry became the first Postmaster General to sit as a member of the President's Cabinet. It was not until 1872, however, that the Post Office Department became an Executive Department. One hundred years later, on August 12, 1970, President Richard Nixon signed the Postal Reorganization Act of 1970, Public Law 91-375 (84 Stat. 719), providing for the conversion of the Post Office Department to the U.S. Postal Service, an independent establishment within the executive branch of the government. (For details regarding the background of the Postal Reorganization Act and an explanation of the Postal Service structure, see Part V.)

The new Postal Service officially began operations on July 1, 1971. At that time the Postmaster General left the Cabinet.

Despite the manifold accomplishments of the Postal Service since reorganization (for a list of these accomplishments, see Part VI), the mechanization of operations and ZIP Code had apparently reached peak effect by 1978. During that year, the USPS decided to develop an expanded code of four add-on digits that would speed processing when coupled with new, low-cost mechanization capable of sorting mail to small geographic segments, such as a city block or single building.

1. Postal Mechanization/Automation

At the turn of the 20th century, in spite of a burgeoning mail volume and limited workspace, the Post Office Department relied entirely on antiquated mail handling operations, such as the "pigeonhole" method of letter sorting, a throwback to colonial times. Although crude sorting machines were tested in the 1920s, the Great Depression and World War II postponed widespread development of mechanization from the mid-1950s to the mid-60s. The Post Office Department took major steps toward mechanization by initiating projects and awarding contracts for the development of a number of machines and technologies, including letter sorters, facer-cancellers, automatic address readers, parcel sorters, advanced tray conveyors, flat sorters, and letter mail coding and stamp tagging techniques.

As a result of this research, the first semi-automatic parcel sorting machine was introduced in Baltimore in 1956. A year later, a foreign multi-position letter sorting machine, the Transorma, was installed and tested for the first time in an American post office. The first American letter sorter, based on a 1,000-pocket machine originally adapted from a foreign design, was developed during the late 1950s. After the first production contract was awarded to the Burroughs Corporation for 10 of these machines, the 277-pocket multi-position letter sorting machine—which would eventually become the backbone of letter-sorting operations during the 1960s and 70s—was successfully tested in 1959 in Detroit. In that same year, the Post Office Department awarded its first volume order for mechanization to Pitney-Bowes, Inc. for the production of 75 Mark II facer-cancellers. In 1984, over 1,000 Mark II and M-36 facer-cancellers were in operation.

The Department's first use of the technology that

would eventually hasten automation, however, was in November 1965, when the first high-speed Optical Character Reader (OCR) was put into service in the Detroit Post Office. This first generation machine, which was directly connected to a multi-position letter sorter frame, used the information gained from reading the bottom line of typed addresses to sort letters to one of the 277 pockets; each subsequent handling of the letter required that the address be read again.

Although the first generation machines had only a single-line read capability, by the mid-1970s continued research had produced a machine that could read the entire address block. In order to reduce the number of mail piece handlings, however, the Postal Service began to develop an expanded code in 1978.

The new code called for the purchase and installation of new automated equipment, and the Postal Service activated this automation program in September 1982 when the first computer-driven optical character reader was installed at Los Angeles. This equipment allows a letter to be read only once at the originating office by an OCR, which prints a corresponding bar code on the envelope. At the destinating office, the code is read by a Bar Code Sorter (BCS), which is less expensive and more efficient than the earlier readers.

After the introduction of ZIP + 4 in 1983, the first delivery phase of the new OCR Channel Sorters and BCSs was completed by mid-1984. When fully implemented and used with the expanded ZIP + 4 Code, the automated system will save an estimated $916 million annually in labor costs alone.

2. ZIP + 4

Under ZIP + 4, four add-on digits are assigned to the existing ZIP Code group. Of the four add-on digits (separated from the first five by a hyphen), the first two denote a "sector" and the last two a "segment" within a sector. The sector could be several blocks, a large building, or portion of a building. The segment could be one side of a block or a floor in a large building.

On October 1, 1983, the Governors of the Postal Service approved price incentives for First-Class Mail bearing the ZIP + 4 code and in fiscal 1984 ZIP + 4 volume reached 1.95 billion pieces, including 217 million pieces that qualified for the discount. The Postal Service hopes to achieve a 90% ZIP + 4 usage rate on machinable First-Class letter mail by the end of fiscal 1989.

By the end of 1984, 252 OCRs had been purchased and installed in 118 major mail processing centers across the country, processing 24,000 pieces of mail per hour with a net productivity rate of 6,200 pieces per work hour. This was a substantial increase when compared with the 1,750 pieces per work hour processed by multi-position letter sorting machines in place at major postal facilities. In addition, BCSs have already exceeded contract specifications calling for the processing of 28,000 pieces of mail per hour.

The use of ZIP + 4 will never become mandatory for either business mailers or the general public.

PART II — Postmasters General

Beginning with Benjamin Franklin under the Continental Congress, 66 men have held the office of Postmaster General of the United States. Beginning with Samuel Osgood, the first Postmaster General appointed after the adoption of the Constitution, 63 men have held that office.

	Took Office		*Took Office*
Benjamin Franklin.	July 26, 1775	Frank Hatton.	October 14, 1884
Richard Bache.	November 7, 1776	William F. Vilas.	March 6, 1885
Ebenezer Hazard.	January 28, 1782	Don M. Dickinson.	January 16, 1888
Samuel Osgood.	September 26, 1789	John Wanamaker.	March 5, 1889
Timothy Pickering.	August 12, 1791	Wilson S. Bissell.	March 6, 1893
Joseph Habersham.	February 25, 1795	William L. Wilson.	March 1, 1895
Gideon Granger.	November 28, 1801	James A. Gary.	March 5, 1897
Return J. Meigs, Jr.	March 17, 1814	Charles Emory Smith.	April 21, 1898
John McLean.	June 26, 1823	Henry C. Payne.	January 9, 1902
William T. Barry.	March 9, 1829	Robert J. Wynne.	October 10, 1904
Amos Kendall.	May 1, 1835	George B. Cortelyou.	March 6, 1905
John M. Niles.	May 19, 1840	George von L. Meyer.	January 15, 1907
Francis Granger.	March 6, 1841	Frank H. Hitchcock.	March 5, 1909
Charles A. Wickliffe.	September 13, 1841	Albert S. Burleson.	March 5, 1913
Cave Johnson.	March 6, 1845	Will H. Hays.	March 5, 1921
Jacob Collamer.	March 8, 1849	Hubert Work.	March 4, 1922
Nathan K. Hall.	July 23, 1850	Harry S. New.	February 27, 1923
Samuel D. Hubbard.	August 31, 1852	Walter F. Brown.	March 5, 1929
James Campbell.	March 7, 1853	James A. Farley.	March 4, 1933
Aaron V. Brown.	March 6, 1857	Frank C. Walker.	September 10, 1940
Joseph Holt.	March 14, 1859	Robert E. Hannegan.	May 8, 1945
Horatio King.	February 12, 1861	Jesse M. Donaldson.	December 16, 1947
Montgomery Blair.	March 5, 1861	Arthur E. Summerfield.	January 21, 1953
William Dennison.	September 24, 1864	J. Edward Day.	January 21, 1961
Alexander W. Randall.	July 25, 1866	John A. Gronouski.	September 10, 1963
John A.J. Creswell.	March 5, 1869	Lawrence F. O'Brien.	November 3, 1965
James W. Marshall.	July 3, 1874	W. Marvin Watson.	April 26, 1968
Marshall Jewell.	August 24, 1874	Winton M. Blount.	January 22, 1969
James N. Tyner.	July 12, 1876		
David McK. Key.	March 12, 1877	*The U.S. Postal Service*	
Horace Maynard.	June 2, 1880	Winton M. Blount.	July 1, 1971
Thomas L. James.	March 5, 1881	E.T. Klassen.	January 1, 1972
Timothy O. Howe.	December 20, 1881	Benjamin F. Bailar.	February 16, 1975
Walter Q. Gresham.	April 3, 1883	William F. Bolger.	March 15, 1978
		Paul N. Carlin.	January 1, 1985

PART III — Postal Insignia

A. Inscriptions

Contrary to a generally-held belief, the U.S. Postal Service has no official motto. A number of postal buildings, however, contain inscriptions, the most familiar of which appear on postal buildings in New York City and Washington, D.C.

1. *General Post Office, New York, New York*

"Neither snow nor rain nor heat nor gloom of night stays these couriers from the swift completion of their appointed rounds. Herodotus"

This inscription was supplied by Mr. William Mitchell Kendall of the firm of McKim, Mead & White, the architects who planned the New York General Post Office. Mr. Kendall said this sentence appears in Book 8, paragraph 98 of the works of Herodotus, describing the expedition of the Greeks against the Persians under Cyrus, about 500 B.C. The Persians had a system of mounted postal couriers in operation, and the sentence purports to show the fidelity with which their work was done. Professor George H. Palmer of Harvard University supplied the translation, which he considered the most poetical of about seven translations from the Greek.

2. *Former USPS Headquarters Building, Pennsylvania Avenue, between 12 and 13th Sts., N.W., Washington, D.C.*

"The Post Office Department, in its ceaseless labors, pervades every channel of commerce and every theatre of human enterprise, and, while visiting, as it does kindly, every fireside, mingles with the throbbings of almost every heart in the land. In the amplitude of its beneficence, it ministers to all climes, and creeds, and pursuits, with the same eager readiness and equal fullness of fidelity. It is the delicate ear trump through which alike nations and families and isolated individuals whisper their joys and their sorrows, their convictions and their sympathies, to all who listen for their coming." (Used by PMG Joseph Holt in Annual Report of 1859.)

3. *Washington, D.C., City Post Office, Massachusetts Avenue and North Capitol Street*

Messenger of Sympathy and Love
Servant of Parted Friends
Consoler of the Lonely
Bond of the Scattered Family
Enlarger of the Common Life
Carrier of News and Knowledge
Instrument of Trade and Industry

Promoter of Mutual Acquaintance
Of Peace and of Goodwill Among Men and Nations

The original of this inscription was called "The Letter" and was written by Dr. Charles W. Eliot, President of Harvard University. Some slight changes in the original text were made by President Woodrow Wilson before the inscription was carved in the white granite of the postal building.

B. Seal

The Post Office Department used a number of seals. In 1782, Postmaster General Ebenezer Hazard used the figure of Mercury (the messenger of the gods in Roman mythology, the god of commerce and travel) riding on clouds, with winged feet and a staff in his right hand. In June 1808, Postmaster General Gideon Granger used a seal showing Mercury holding a serpent-entwined staff in his extended left hand. And in 1824, Postmaster General John McLean was using a seal depicting Mercury with his right hand at shoulder height and his left hand extended to hold a serpent-entwined staff.

The official seal used by the Post Office Department from 1837 to 1970 pictured, as directed by Postmaster General Amos Kendall, "a post horse in speed, with mail bags and rider, encircled by the words 'Post Office Department, United States of America.' " It is believed this seal was inspired by Benjamin Franklin. When Franklin was selected Postmaster General by the Continental Congress, he issued a circular letter throughout the colonies, bearing a rude woodcut of a postrider on horseback, with saddle bags behind him for carrying the mail. Although many people believed the horse and rider represented the Pony Express, this service did not come into existence until 1860.

On August 12, 1970, the day President Nixon signed into law the Postal Reorganization Act converting the Post Office Department into an independent establishment, the U.S. Postal Service announced adoption of a new seal.

The new emblem features a bald eagle poised for flight on a white field, above red and blue bars framing the words "U.S. Mail," and surrounded by a square border with the words "United States Postal Service" on 3 sides and 9 five-pointed stars at the base. (The stars carry no special symbolism.)

C. Flag

The U.S. Postal Service flag is a five-color version of the new seal, placed on a white, rounded square background of an Old Glory blue flag base.

Part IV — Mail Services

A. Chronology

1639—Fairbanks' tavern named repository for overseas mail

1775—Benjamin Franklin, first Postmaster General under Continental Congress

1789—Samuel Osgood, first Postmaster General under Constitution

1823—Navigable waters designated post roads by Congress

1825—Dead Letter Office

1829—Postmaster General became Cabinet post

1838—Railroads designated "post-routes" by Congress

1845—Star Route ·

1847—Postage stamps authorized

1852—Stamped envelopes

1855—Registered Mail

1855—Compulsory prepayment of postage

1858—Street letter boxes

1860—Pony Express

1862—Railway Mail Service, experimental

1863—Free City Delivery

1863—Uniform letter rate regardless of distance

1863—Domestic mail divided into three classes

1864—Post Offices categorized by classes

1864—Railroad Post Offices

1864—Domestic Money Orders

1869—Foreign or International Money Orders

1872—Postal cards authorized

1874—Universal Postal Union (originally General Postal Union)

1879—Domestic mail divided into four classes

1885—Special Delivery

1887—International Parcel Post

1893—First commemorative stamps

1896—Rural Free Delivery, experimental

1898—Private (Picture) post-cards authorized

1902—Rural Free Delivery, permanent

1911—Postal Savings

1911—First sanctioned mail by airplane, Garden City Estates, Long Island, N.Y., Earle H. Ovington, first U.S. mail pilot

1912—Village Delivery

1913—Parcel Post

1913—Insurance

1913—Collect-on-Delivery

1914—Government-Owned and Operated Vehicle Service

1918—Air Mail

1920—Metered Postage

1920—First Transcontinental Air Mail

1924—Regular Transcontinental Air Mail Service

1925—Special Handling

1927—International Air Mail

1935—Trans-Pacific Air Mail

1939—Trans-Atlantic Air Mail

1939—Autogiro Service, experimental

1941—Highway Post Offices

1942—V-Mail

1943—Postal zoning system in 124 major post offices

1948—Parcel Post International Air Service

1948—Parcel Post Domestic Air Service

1950—Deliveries cut from two to one a day in residential areas

1953—Piggy-back mail service by trailers or railroad flatcars

1953—Airlift

1955—Certified Mail

1957—Citizens' Stamp Advisory Committee

1959—Missile Mail, dispatched from submarine to mainland Florida

1960—Facsimile Mail

1963—ZIP Code Program and Sectional Center Plan

1964—Self-Service Post Offices

1964—Simplified Post Mark

1965—Optical Scanner (ZIP Code Reader)

1966—Postal Savings terminated

1967—Mandatory presorting by ZIP Code for second- and third-class commercial mailers

1968—Priority Mail, a sub-class of First-Class Mail

1969—Patronage factor removed in appointments to postmaster and rural carrier positions

1969—First postage stamp cancelled on moon by Apollo 11 mission

1970—Mailgram (combination letter-telegram)

1970—The Postal Reorganization Act

1970—Express Mail, experimental

1971—U.S. Postal Service began operation; Postmaster General no longer Cabinet post

1971—First labor contract in history of federal government achieved through collective bargaining

1971—Star Routes changed to Highway Contract Routes

1971—National Service Standards: overnight delivery of 95% of airmail within 600 miles and 95% of letter mail within local areas

1972—Stamps By Mail

1972—Passport Applications accepted nationwide

1973—National Service Standards expanded to include second-day delivery of parcel post traveling up to 150 miles, with one day delivery time added for each additional 400 miles

1974—Highway Post Offices terminated

1974—On-Site Meter Settings

1974—First satellite transmission of Mailgrams

1976—Post Office class categories eliminated

1976—Presorted First-Class Mail Discount

1977—Air Mail abolished as a separate rate category

1977—Express Mail, permanent new class of service

1977—Railroad Post Office's final run (June 30)

1978—Presorted Second-Class Mail discount

1978—Initial steps toward electronic communications

1978—Postage stamps and other philatelic items copyrighted

1979—Presorted Bulk Third-Class Mail discount

1979—Postal Career Executive Service (PCES)

1979—New envelope standards: letters and postcards smaller than 3½″ high and 5″ long unacceptable for mailing

1980—INTELPOST, a high-speed international electronic message service

1981—Controlled Circulation Classification discontinued

1981—Discount for First-Class Mail presorted to carrier routes

1982—E-COM, electronic message service with hard-copy delivery

1983—ZIP + 4

1983—Ended public service subsidy from federal government

1984—Automated Postal Windows: combining electronic scale, programmable calculator, and computer display screen

B. Public Services

Traditionally, in most of the civilized nations of the world, carrying the mail has been considered a public rather than a private service. In the United States, this concept goes back to the Constitution, under authority given to the Congress to regulate post offices and post roads.

Throughout most of its existence, the Post Office Department delivered some types and classes of mail without payment of postage by the sender, at sharply reduced rates, or for a small fraction of the cost. It also performed many other non-postal functions of a public service nature.

Under Postal Reorganization, most users of the mail will eventually be required to pay directly attributable costs. The Postal Service, however, still accomodates many public services. In FY 1982, it delivered, without prepayment of postage by the sender, special types of mail for the blind, mail from former Presidents, their widows and wives, and mail from the Pan American Health Organization (Pan American Sanitary Bureau), for which the Postal Service was reimbursed. It was also reimbursed for franked mail from Members of Congress and for penalty mail sent by other government agencies.

The Postal Service continues to perform many non-postal services, among them:

—Selling Migratory Wildfowl-Hunting and Conservation stamps for the Department of Interior.

—Distributing food coupons for the Department of Agriculture at selected sites.

—Accepting passport applications for the State Department at selected offices.

—Distributing and accepting Selective Service registration forms.

—Supporting local community social service agencies in certain areas through the Carrier Alert Program.

—Assisting in the collection of data for the next decennial census.

—Acting as a depository for VA burial flags.

—Assisting in the collection of various statistical data for a variety of federal agencies.

Whenever the costs of these non-postal services can be identified, the Postal Service is reimbursed. For example, in 1982, the Postal Service was paid $1.2 million for its role in Selective Service registration.

C. First-Class Mail Rates

1. Letters

Effective Date	Per ½ Oz. (Cents)	Per Oz. (Cents)	Each Add'l. Oz. (Cents)
March 3, 1863	2	. . .	. . .
March 3, 1883	3	. . .	. . .
July 1, 1885	. . .	2	. . .
November 3, 1917	. . .	3	. . .
July 1, 1919	. . .	2	. . .
July 6, 1932	. . .	3	. . .
August 1, 1958	. . .	4	. . .
January 7, 1963	. . .	5	. . .
January 7, 1968	. . .	6	. . .
May 16, 1971	. . .	8	. . .
March 2, 1974	. . .	10	. . .
September 14, 1975	. . .	10	9
December 31, 1975	. . .	13	11
July 6, 1976	. . .	13	11
May 29, 1978	. . .	15	13
March 22, 1981	. . .	18	17
November 1, 1981	. . .	20	17
February 17, 1985	. . .	22	17

2. Cards

Effective Date	Postal	Private
July 1, 1872	1	. . .
July 1, 1898	1	1
November 3, 1917	2	2
July 1, 1919	1	1
April 15, 1925	1	2
July 1, 1928	1	1
January 1, 1952	2	2
August 1, 1958	3	3
January 7, 1963	4	4
January 7, 1968	5	5
May 16, 1971	6	6
March 2, 1974	8	8
September 14, 1975	7	7
December 31, 1975	9	9
July 6, 1976	. . .	. . .
May 29, 1978	10	10
March 22, 1981	12	12
November 1, 1981	13	13
February 17, 1985	14	14

Part V — U.S. Postal Service: Organization

A. Postal Reorganization Act

1. Background of Act

In May 1969, four months after he became a member of President Nixon's Cabinet, Postmaster General Winton M. Blount proposed a basic reorganization of the Post Office Department. President Nixon asked Congress to pass the Postal Service Act of 1969, calling for removal of the Postmaster General from the Cabinet and creation of a self-supporting postal corporation wholly owned by the federal government.

On March 12, 1970, after extensive hearings, the House Post Office and Civil Service Committee reported out a compromise measure containing postal reform provisions similar to those proposed by the President and providing a pay increase for postal employees. Although the bill contained a 5.4 percent raise and compressed time-in-grade from 21 to eight years, postal employees called it "too little too late."

On March 16, a postal work stoppage began that ultimately involved approximately 152,000 postal employees in 671 postal locations.

The Postmaster General agreed to negotiate with the seven exclusively recognized unions upon the employees' return to work. Consequently, the employees went back on the job and the negotiations began on March 25. On April 2, the negotiating parties announced they had agreed to recommend to Congress a general wage increase of six percent, retroactive to December 27, 1969, for all federal employees—plus an additional eight percent increase for postal workers to take effect if the parties could reach agreement on legislation reorganizing the Post Office Department and if the legislation could be enacted. It was agreed that a plan of reorganization would be developed jointly in continuing negotiations between the unions and the Department.

On April 16, 1970, the Department and leaders of the seven unions announced agreement on a plan for reorganization. The agreement was embodied in a legislative proposal and sent to Congress by President Nixon. It included the four basic provisions earlier enunciated by the Postmaster General as necessary to reform the postal system: adequate financing authority; removal of the system from politics, assuring continuity of management; collective bargaining between postal management and employees; and setting of postal rates by the Postal Service after an opportunity for hearings before an impartial rate panel. In addition to the eight percent pay increase for postal employees, the bill provided for negotiation of a new wage schedule for employees to reach the maximum step in grade after no more than eight years, instead of 21 years.

On August 3, by a roll call vote of 57 to 7, the Senate approved the conference report on HR 17070, a modified version of the legislation proposed by the President. On August 6, the House of Representatives gave it their stamp of approval and on August 12, 1970, President Nixon signed into law what was at one and the same time the most controversial and the most comprehensive postal legislation since the founding of the Republic.

The new organization began operating on July 1, 1971. Principal features of the new service include:

—Operational authority vested in a Board of Governors and Postal Service executive management, rather than in Congress.

—Authority to issue public bonds to finance postal buildings and mechanization.

—A new concept in government labor relations with direct collective bargaining between representatives of management and employees.

—A new rate-setting procedure, built around an independent Postal Rate Commission.

2. Summary of Provisions

a. Organization

—Establishes the United States Postal Service as an independent establishment within the executive branch of the government. Provides that, within one year of enactment, the Post Office Department and the Office of the Postmaster General within the Post Office Department be abolished and their functions, powers, and duties transferred to the new Postal Service.

—Vests direction of the powers of the Postal Service in an 11-member Board of Governors, nine members

of the Board being appointed by the President on a bipartisan basis with the advice and consent of the Senate. These members in turn appoint a tenth member of the Board, the Postmaster General, who serves as the chief executive officer of the Postal Service. The nine presidentially-appointed Governors and the Postmaster General appoint the Deputy Postmaster General, who serves as the eleventh member of the Board.

—Establishes an independent Postal Rate Commission of five members, appointed by the President, to recommend postal rates and classifications for adoption by the Board of Governors.

b. Personnel

—Establishes a postal career service, a framework that permits terms and conditions of employment to be set through collective bargaining. (The Civil Service retirement program was retained.)

—Prohibits political recommendations for appointments within the Postal Service, with tenure of the Postmaster General and other officers and employees to be based on performance, not politics.

c. Labor-Management Relations

—Authorizes collective bargaining on wages and working conditions under laws applying to private industry. Continues ban on strikes applicable to all federal employees and provides for binding arbitration if an impasse persists 180 days after the start of bargaining.

—Authorizes the National Labor Relations Board to determine proper bargaining units, supervise representation elections, and enforce the unfair labor practices provisions of applicable law.

—Protects the rights of all employees to form, join, or assist a labor organization, or to refrain from any such activity.

d. Finance, Rates, and Ratemaking

—Authorizes the Postal Service to borrow up to $10 billion from the general public. The Treasury Department may be required to purchase and to hold up to $2 billion of postal obligations, and is authorized to purchase and to hold obligations in excess of this amount.

—Authorizes appropriations in the nature of a general public service subsidy through fiscal year 1979 in an amount equal to 10% of the fiscal year 1971 appropria-

tions to the Post Office Department. Thereafter, this authorization declines by one percent per year through fiscal year 1984. In subsequent years, the Postal Service may reduce the authorization or eliminate it entirely, bringing its cost and revenues into balance.

—Authorizes appropriations to reimburse the Postal Service for carrying congressionally-established categories of free and reduced-rate mail. Provides that preferential commercial rates be increased to normal levels in five years. Rates for non-commercial reduced-rate categories must be increased over a ten-year period so that they cover costs directly traceable to such categories of mail.

—Authorizes the Postal Service to propose changes in rates and classifications of mail and requires the Postal Rate Commission, following hearings, to recommend changes to the Governors. The Governors may accept or reject the recommendation or modify it by unanimous vote if it would fail to produce sufficient revenue (when added to estimated appropriations and other income) to cover total costs. An aggrieved party who appeared in the Commission's proceeding may appeal a decision changing rates to the United States Court of Appeals.

—Authorizes the Postal Service to establish temporary rates and classifications if the Rate Commission fails to make a recommendation within 90 days.

—Requires that rates for each class of mail cover direct and indirect costs attributable to the class involved, plus that portion of institutional costs reasonably assigned to such class.

e. Transportation

—Extends existing laws governing common and contract carriage of mail by railroads to motor common carriers and authorizes negotiated contracts with star route operators and motor common carriers.

f. Pay

—Provides for compression—through the collective bargaining process—of the time required for employees in collective bargaining units to reach the top step within each grade from 21 years to eight years.

—Establishes the policy that the Postal Service shall maintain compensation and benefits for its officers and employees on a standard of comparability to that offered for similar levels of work in the private sector of the economy.

B. Structure of Organization

1. Board of Governors

The Board of Governors consists of 11 members. Nine members (the Governors) are appointed by the President, by and with the advice and consent of the Senate. Not more than five Governors may be adherents of the same political party. The Governors are chosen to represent the public interest generally, may not be representatives of specific interests using the Postal Service, and may be removed only for cause. The Postmaster General, appointed by the nine Governors, and the Deputy Postmaster General, appointed by the Governors and the Postmaster General, are also voting members of the Board of Governors.

The Board of Governors directs the exercise of the powers of the Postal Service; reviews the practices and policies of the Postal Service; and directs and controls its expenditures.

a. Members (April 1985)

John R. McKean, Chairman of the Board; Certified Public Accountant; President of John R. McKean Accountants, A Professional Corporation; San Francisco, California; term expires December 8, 1991. (See biography in section 1.b. following)

George W. Camp, Vice Chairman of the Board; retired Postal Executive, Atlanta, Georgia; term expires December 8, 1985.

Paul N. Carlin, Postmaster General (See biography in section 2.b. following)

John Griesemer, President of Springfield Ready Mix Company, Griesemer Stone Company, and General Warehouse Corporation; Springfield, Missouri; term expires December 8, 1986.

Ruth O. Peters, former postal executive; Alexandria, Virginia; term expires December 8, 1987.

John L. Ryan, President and CEO of Dean Brothers Pumps, Inc.; former chairman of the Postal Rate Commission, 1971-73; term expires December 8, 1989.

Jackie A. Strange, Deputy Postmaster General. A career postal employee since 1960, Mrs. Strange served as an Assistant Postmaster General from 1981 to 1983 and as Regional Postmaster General, Southern Region, from 1983 until appointed Deputy Postmaster General in 1985.

William J. Sullivan, Vice-Chancellor and Treasurer, University of Maine, Bangor, Maine; former Postal Executive; term expired December 8, 1984.*

Peter E. Voss, President and CEO of Northeastern, Inc. and Chairman of the Board of Decision Systems, Inc. of Canton, Ohio; term expires 1990.

*Governors may continue to serve up to one year after term expires or until a successor is named by the President and confirmed by the Senate.

b. Biography of John R. McKean, Chairman

John R. McKean of San Francisco, California, was nominated to the Board of Governors of the U.S. Postal Service by President Ronald Reagan and confirmed by the United States Senate on March 8, 1982; his term of office extends to December 8, 1986. He was elected Chairman of the Board of Governors, effective January 9, 1984.

Mr. McKean is a Certified Public Accountant and was licensed to practice in 1958. He is president of the CPA firm which he founded in 1958. The firm also provides management services and other services for clients including cost analysis, financial and tax planning, and consultation.

Prior to the founding of the professional service organization in 1958, Mr. McKean was controller and chief financial officer for a California based regulated public utility transportation company. He has an extensive background in developing and analyzing transportation industry financial and budgetary concepts.

Mr. McKean holds a Bachelor of Science degree from the University of San Francisco and a Master of Business Administration degree from Golden Gate University. In May, 1980, he received the outstanding alumnus award from Golden Gate University.

He is married to the former Mary M. Costoglus and has three children.

2. Postmaster General

a. Duties of the Postmaster General

The Postmaster General is the chief executive officer of the Postal Service and is responsible for its overall operation. He is named and can be removed by an absolute majority of the nine Governors of the Board of Governors.

The Board of Governors has directed that the Postmaster General exercise the powers of the Postal Service to the extent that such exercise does not conflict with power reserved to the Board by law. The Post-

master General is authorized to direct any employee of the Postal Service to exercise such of his powers as he deems appropriate.

b. Biography of Paul N. Carlin

Paul N. Carlin, a Postal Service executive since 1969, was appointed by the Governors of the U.S. Postal Service to be Postmaster General and a member of the Board effective January 1, 1985. Mr. Carlin, the 66th Postmaster General in a line of succession that began with Benjamin Franklin in 1775, is only the third career postal employee to attain that position.

A California native, Mr. Carlin joined the Postal Service in 1969 and held senior level positions in government relations, planning, executive functions, and employee and labor relations at postal headquarters in Washington, D.C. In 1979 he became Regional Postmaster General in the Eastern Region and from 1981 until his appointment as Postmaster General served as Regional Postmaster General for the 13-state Central Region.

In 1970, he received the Benjamin Franklin Award— the Postal Service's highest management honor—for his leadership in the development of the Postal Reorganization Act, the law that reorganized the Post Office Department into the present U.S. Postal Service.

He is a member of the American Management Association's General Management Council, composed of 35 chief executive officers and senior level managers.

Born in San Diego on August 25, 1931, Mr. Carlin received B.A. and M.A. degrees with highest honors in public administration from the University of Wyoming, where he also was an All-America runner. In 1964, he became one of the youngest graduates of the Advanced Management Program at Harvard University's Graduate School of Business Administration.

A former U.S. Army officer, Fulbright professor, and university administrator, Mr. Carlin is married to the former Suzie Rodreques-Lopez of Bilbao, Spain. They are the parents of four sons.

3. Executive Committee (March 1985)

The Executive Committee is the established organization through which the Postmaster General and top staff collectively consider and act on major policy, planning, and other management control matters.

The Executive Committee is composed of:

a. The Postmaster General, Chairman
b. The Deputy Postmaster General

c. Senior Assistant Postmaster General, Administration Group
d. Senior Assistant Postmaster General, Employee and Labor Relations Group
e. Senior Assistant Postmaster General, Finance Group
f. Senior Assistant Postmaster General, Research and Management Systems Group
g. Senior Assistant Postmaster General, Operations Group
h. Assistant Postmaster General, Government Relations Department
i. Assistant Postmaster General, Public and Employee Communications Department
j. Assistant Postmaster General, Planning Department
k. Chief Postal Inspector, Inspection Service Department
l. General Counsel, Law Department
m. Executive Assistant to the Postmaster General; also Secretary of the Executive Committee

4. Officers (March 1985)

Except for the Postmaster General and Deputy Postmaster General, who are appointed by the Board of Governors, the following officers of the Postal Service are appointed by the Postmaster General and serve at his pleasure.* (See page 20 for organization chart and page 21 for listing of officers.)

a. The Postmaster General
b. The Deputy Postmaster General
c. Senior Assistant Postmasters General (SAPMGs)
d. Regional Postmasters General (RPMGs)
e. The General Counsel, Law Department
f. Assistant Postmasters General (APMGs)
g. The Chief Postal Inspector, Inspection Service Department
h. Executive Assistant to the Postmaster General
i. Executive Assistant to the Deputy Postmaster General
j. The Consumer Advocate, Consumer Advocate Office
k. The Judicial Officer
l. The Treasurer
m. The Deputy General Counsel, Law Department

*The number of Senior Assistant Postmasters General and Assistant Postmasters General is set by resolution of the Board of Governors.

5. Structure of Organization
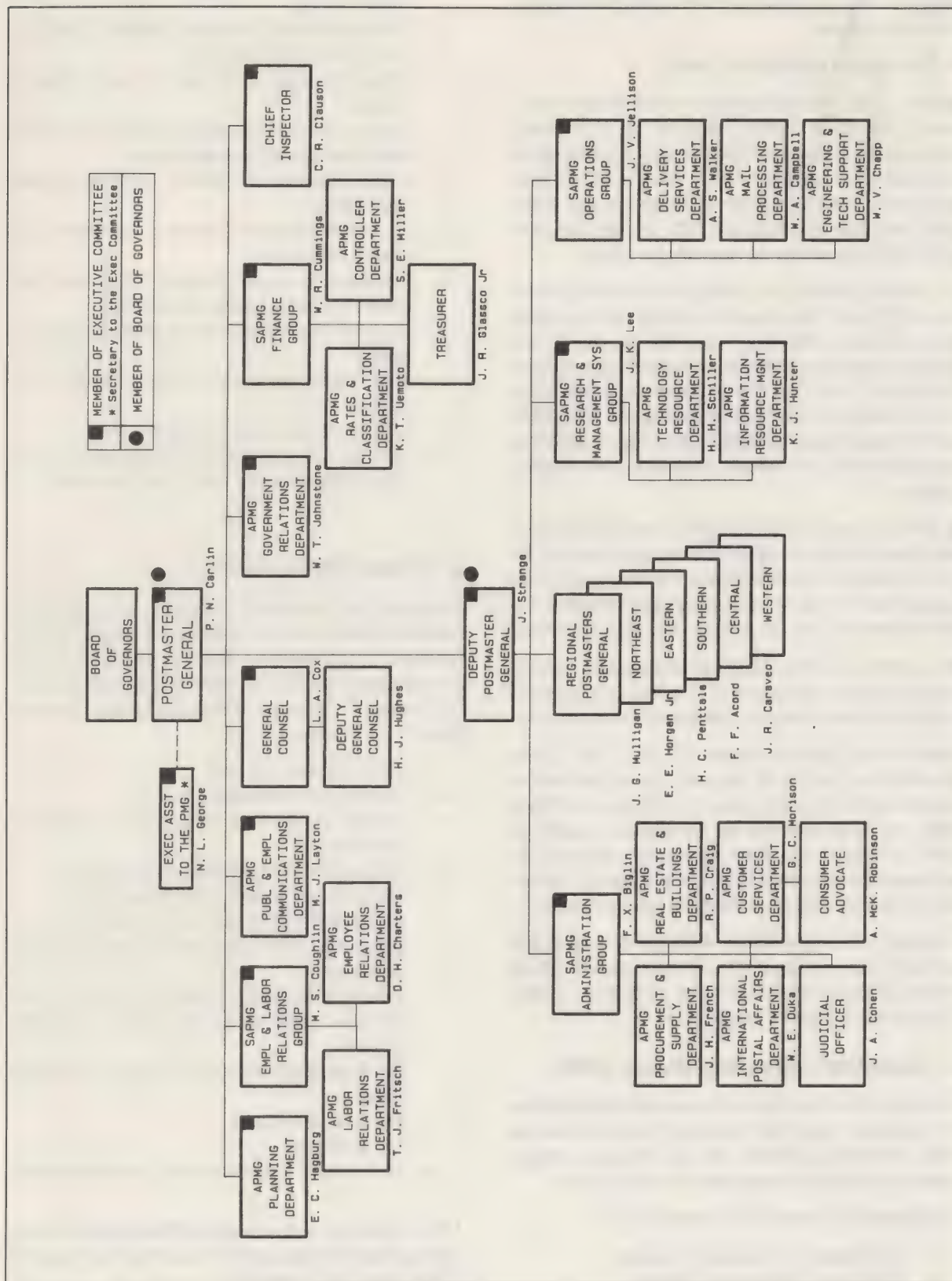
**a. Organization Chart
(March 1985)**

The chart contains the following boxes and names:

Legend:
- MEMBER OF EXECUTIVE COMMITTEE (■)
- * Secretary to the Exec Committee
- MEMBER OF BOARD OF GOVERNORS (●)

BOARD OF GOVERNORS

POSTMASTER GENERAL — P. N. Carlin

EXEC ASST TO THE PMG * — N. L. George

CHIEF INSPECTOR — C. R. Clauson

SAPMG FINANCE GROUP — W. R. Cummings
- APMG CONTROLLER DEPARTMENT — S. E. Miller
- APMG RATES & CLASSIFICATION DEPARTMENT — K. T. Uemoto
- TREASURER — J. R. Glassco Jr

APMG GOVERNMENT RELATIONS DEPARTMENT — M. T. Johnstone

GENERAL COUNSEL — L. A. Cox
- DEPUTY GENERAL COUNSEL — H. J. Hughes

APMG PUBL & EMPL COMMUNICATIONS DEPARTMENT — M. J. Layton

SAPMG EMPL & LABOR RELATIONS GROUP — M. S. Coughlin
- APMG EMPLOYEE RELATIONS DEPARTMENT — D. H. Charters
- APMG LABOR RELATIONS DEPARTMENT — T. J. Fritsch

APMG PLANNING DEPARTMENT — E. C. Hagburg

DEPUTY POSTMASTER GENERAL — J. Strange

SAPMG OPERATIONS GROUP — J. V. Jellison
- APMG DELIVERY SERVICES DEPARTMENT — A. S. Walker
- APMG MAIL PROCESSING DEPARTMENT — M. A. Campbell
- APMG ENGINEERING & TECH SUPPORT DEPARTMENT — W. V. Chapp

SAPMG RESEARCH & MANAGEMENT SYS GROUP — J. K. Lee
- APMG TECHNOLOGY RESOURCE DEPARTMENT — H. H. Schiller
- APMG INFORMATION RESOURCE MGNT DEPARTMENT — K. J. Hunter

REGIONAL POSTMASTERS GENERAL
- NORTHEAST — J. G. Mulligan
- EASTERN — E. E. Horgan Jr
- SOUTHERN — H. C. Penttala
- CENTRAL — F. F. Acord
- WESTERN — J. R. Caraveo

SAPMG ADMINISTRATION GROUP — F. X. Biglin
- APMG REAL ESTATE & BUILDINGS DEPARTMENT — R. P. Craig
- APMG CUSTOMER SERVICES DEPARTMENT — G. C. Morison
- CONSUMER ADVOCATE — A. McK. Robinson
- APMG PROCUREMENT & SUPPLY DEPARTMENT — J. H. French
- APMG INTERNATIONAL POSTAL AFFAIRS DEPARTMENT — W. E. Duka
- JUDICIAL OFFICER — J. A. Cohen

b. U.S. Postal Service Officers (March 1985)

Postmaster General. . . . . Paul N. Carlin

Executive Assistant to the Postmaster General. . . . . Nancy L. George

Assistant Postmaster General, Planning Dept. . . . . Eugene C. Hagburg

Assistant Postmaster General, Public & Employee Communications Dept. . . . . . . Mary J. Layton

Assistant Postmaster General, Government Relations Dept. . . . . William T. Johnstone

General Counsel, Law Dept. . . . . Louis A. Cox

Deputy General Counsel. . . . . Harold J. Hughes

Chief Postal Inspector, Inspection Service Dept. . . . . Charles R. Clauson

Senior Assistant Postmaster General, Employee & Labor Relations Group. . . . . . . Michael S. Coughlin

Assistant Postmaster General, Labor Relations Dept. . . . . Thomas J. Fritsch

Assistant Postmaster General, Employee Relations Dept. . . . . David H. Charters

Senior Assistant Postmaster General, Finance Group. . . . . William R. Cummings

Assistant Postmaster General, Rates & Classification Dept. . . . . Karen T. Uemoto

Assistant Postmaster General, Dept. of the Controller. . . . . Stephen E. Miller

Treasurer. . . . . James R. Glassco, Jr.

Deputy Postmaster General. . . . . Jackie A. Strange

Executive Assistant to the Deputy Postmaster General. . . . .

Senior Assistant Postmaster General, Administration Group. . . . . Francis X. Biglin

Judicial Officer. . . . . James A. Cohen

Assistant Postmaster General, Real Estate & Buildings. . . . . Roger P. Craig

Assistant Postmaster General, Customer Services Dept. . . . . Gordon C. Morison

Consumer Advocate Office. . . . . Ann McK. Robinson

Assistant Postmaster General, Procurement & Supply Dept. . . . . James H. French

Assistant Postmaster General, International Postal Affairs Dept. . . . . Walter E. Duka

Senior Assistant Postmaster General, Operations Group. . . . . James V. Jellison

Assistant Postmaster General, Delivery Services Dept. . . . . Andrew S. Walker

Assistant Postmaster General, Mail Processing Dept. . . . . William A. Campbell

Assistant Postmaster General, Engineering & Technical Support Dept. . . . . . . William V. Chapp

Senior Assistant Postmaster General, Research & Management Systems Group. . . . . Jerry K. Lee, Sr.

Assistant Postmaster General, Information Resource Management Dept. Kenneth J. Hunter

Assistant Postmaster General, Technology Resource Dept. . . . . Herbert H. Schiller

Regional Postmaster General, Central Region. . . . . Fletcher F. Acord

Regional Postmaster General, Eastern Region. . . . . Edward E. Horgan, Jr.

Regional Postmaster General, Northeast Region. . . . . John G. Mulligan

Regional Postmaster General, Southern Region. . . . . Harry C. Penttala

Regional Postmaster General, Western Region. . . . . Joseph R. Caraveo

6. Citizens' Stamp Advisory Committee (February 1985)

Members of the Citizens' Stamp Advisory Committee are appointed by the Postmaster General and serve at his pleasure. The Committee reviews the many hundreds of suggestions received each year for stamp subjects and recommends subjects and designs to the Postmaster General.

Committee members:

Clinton T. Andrews, Jr., Anchorage, Alaska - Editorial page editor of *Anchorage Times*. Stamp collector.

Judge Edward A. Beard, Washington, D.C. - Retired Federal Judge.

Wilbur J. Cohen, Austin, Texas - Former Secretary of Health, Education and Welfare. Stamp collector.

William D. Dunlap, Minneapolis, Minnesota - Advertising executive.

Belmont Faries, Clifton, Virginia, Chairman - Editor. Philatelic writer.

John E. Foxworth, Jr., West Bloomfield, Michigan - Executive, General Motors Corporation. Past President of American Philatelic Society. President, Council of Philatelic Organizations.

Mrs. Ann DeWitt Harvey, Sudbury, Massachusetts - Artist. Graphic design specialist.

Robert Leuver, Washington, D.C. - Director, Bureau of Engraving and Printing.

Dr. C. Douglas Lewis, Washington, D.C. - Curator of Sculpture, National Gallery of Art, Washington, D.C.

Edward Mallek, Honolulu, Hawaii - Stamp collector. Retired businessman.

James A. Michener, Austin, Texas - Author and historian. Stamp collector.

Norma J. Niehoff, New York, New York - Vice President, Dreyfus Corporation. Stamp collector.

Dr. Virginia Noelke, San Angelo, Texas - Historian. Professor of History, Angelo State University.

Mrs. Mary Ann Owens, Brooklyn, New York - Accredited International stamp show judge and topical stamp collector. Officer of the American Topical Association.

Richard "Digger" Phelps, Notre Dame, Indiana - Head basketball coach, University of Notre Dame. Stamp collector.

Jerry Pinkney, Croton-on-Hudson, New York - Artist, illustrator, and stamp designer.

John Sawyer III, Kingwood, Texas - Educator and school superintendent.

Dr. John C. Weaver, Rancho Palos Verdes, California - Geographer and educator. Dean of Geography, University of Southern California.

Design coordinators:

Ms. Derry Noyes, Washington, D.C. - Owner of graphics arts firm.

Howard E. Paine, Washington, D.C. - Art Director of *National Geographic*. Stamp collector.

Richard D. Sheaff, Needham Heights, Massachusetts - Owner of graphics arts firm. Stamp collector.

Bradbury Thompson, Riverside, Connecticut - Designer, illustrator, authority on typography. Member Yale University art faculty.

Part VI — U. S. Postal Service: Major Accomplishments

A. 1971 - 1984

Since reorganization in 1971, the Postal Service has:

1. Streamlined the internal management structure of the Postal Service, beginning on July 1, 1971. A multiple-level field structure was created, beginning with the individual post office and going up through the sectional center, district, region, and Headquarters in Washington. Managers at each level were given broad decision-making authority in an effort to decentralize operations.

2. Abolished political patronage in selecting postmasters and rural carriers, replacing it with a merit system in which applicants are evaluated and selected by national and regional management selection boards. Since the beginning of 1971, 37,213 postmasters have been appointed under this system, none politically; rural carrier positions, former political plums, have also been filled by promotion of career employees.

3. Signed an historic aggreement with employee unions on July 20, 1971, the first labor contract in the history of the federal government to be achieved through the collective bargaining process. Since then, agreements were reached between all parties in the negotiations of July 1973, September 1975, and September 1978. Although agreement on a three-year contract was reached with three unions in the negotiations of July 1981, outstanding issues between the Postal Service and the Mail Handlers Division of the Laborers Union of North America were not decided until January 18, 1982, by a panel of three arbitrators. In 1984, after failing to reach agreement with the four major unions representing 625,000 employees, negotiations moved to arbitration on October 19 and settlement on a three-year contract was reached December 24. (See Part VII, Labor Relations, for further details.)

4. Developed a number of new programs for higher efficiency, faster service, and more economic mail handling, such as:

a. *Express Mail Service*, which became a permanent service in 1977, the first new official class of mail since 1918. Express Mail provides highly reliable, expedited mail delivery on the same day or overnight for items up to seventy pounds, in four categories of service: custom designed; next day; same day airport; and international. Since 1977, a number of features have been added to improve service and increase the convenience of Express Mail, including flexible deposit times; flat (non-zoned) rates for 2- and 5-pound shipments; special shipping containers (2-Pound Pak, Overnighter box and tube); advance deposit Express Mail Corporate Account; and Special Express Mail collection boxes.

b. *Managed Mail Processing Program*, which eliminates a secondary sorting for First-Class Mail incapable of next-day delivery because of the distance involved. Identification of this mail on first-handling enables it to be airlifted to the destination state for processing during non-rush hours the following day and subsequent delivery to the destination offices.

c. *The National Bulk Mail System*, a major step in revolutionizing mail handling and processing. The System consists of a network of 21 specifically designed, highly automated processing plants and eight associate service facilities which today process over 580 million pieces of parcel post and over 32 billion pieces of Bulk Business Mail.

d. *The Area Mail Processing Program*, under which a central post office is designated to perform most mail processing for a given area. The increased volume in the central post office makes it practicable to utilize high-speed mechanized mail processing equipment.

e. *Mailgram*, a combination letter-telegram sent by wire and delivered by letter carrier, making it cheaper than a telegram and faster than a letter. Mailgrams were first transmitted by satellite on September 6, 1974. A "Stored Mailgram" option allows businesses to store standard letters and addresses in a computer, mass produce mailgrams, and send them to multiple addresses. 34.3 million mailgrams for revenue of $12.8 million were sent in 1984, compared to 70,000 in 1970, the first year of operation.

f. *The Computerized Forwarding System*, which

provides faster filing and retrieval of address-change information. 1,450 computers in 198 postal facilities now automatically print, forward, and return mail, reducing by one-third the cost of processing undeliverable-as-addressed mail.

g. *Presort First-Class Mail.* A discount was applied in 1976 to First-Class Mail and airmail letters bundled by destination, and in 1981, a further discount was applied to First-Class Mail presorted to carrier route. Since 1977 volume has grown from 2.2 billion pieces to over 15.3 billion in FY'84.

h. *Carrier Route Second-Class.* A discount was authorized for second-class mail presorted to delivery carrier route in 1978, under a minimum requirement of one-third of a sack or 20 pounds. In October 1979, the Postal Service changed the requirement to a standard based on numbers of pieces mailed.

i. *Carrier Route Third-Class.* In 1979, a new reduced rate for bulk third-class mail presorted to carrier routes was applied. In 1984, volume for this category was 21.4 billion pieces, 28.1% more than in 1983.

j. *Electronic Mail Services.* In 1979, Postmaster General Bolger requested presidential policy guidance on electronic mail services, and President Jimmy Carter later announced administrative support of such services under a number of conditions that would ensure full, fair competition. A number of electronic services meeting these conditions were considered and tested by the Postal Service before being delayed by regulatory problems. In FY'80, however, the Postal Service implemented International Electronic Message Service (INTELPOST), its first electronic mail service, and on January 1, 1982, began Electronic Computer Originated Mail (E-COM).

(1) International Electronic Message Service (INTELPOST) permits customers to send and receive other correspondence. It was officially launched to Canada in 1980 and to London and Amsterdam in 1981, using domestic telecommunications lines from INTELPOST Service Centers in Washington, D.C. and New York City through Canada. Since March 1982, however, direct international data service has been furnished by American International Record Carriers. By the end of 1984, INTELPOST Service Centers had been added at Chicago, Houston, San Francisco, Miami, and Los Angeles, and service was being provided to 15 countries and Hong Kong: Argentina, Australia, Belgium,

Brazil, Canada, Denmark, France, Germany, Japan, Liechtenstein, Sweden, Switzerland, the Netherlands, the United Kingdom, and the United States. In late 1984, INTELPOST service was converted from a store-and-forward facsimile system with dedicated telecommunications circuits to a dial-up operation using the public switched telephone network for the exchange of messages.

(2) Electronic Computer Originated Mail (E-COM), a new sub-class of First-Class Mail, provides electronic transmission by private carriers and delivery by the Postal Service anywhere in the country within two days of billings and other information originating from computers. By the end of FY'82, E-COM was distributing about 300,000 pieces of mail a week and approximately 23 million E-COM service messages were sent during FY'84, an increase of 50.3% over the FY'83 volume of 15.3 million. In June 1984, the Board of Governors decided that the Postal Service should dispose of the E-COM system by sale or lease to a private firm or firms, which would receive the messages from the public and turn them over to the Postal Service for delivery. In the interim, the Postal Service will continue to provide E-COM service.

5. Designed better service to customers by:

a. Implementing a series of National Service Standards, including: (1) overnight delivery of local area First-Class Mail; (2) overnight delivery of First-Class Mail moving between major cities; (3) second-day delivery of parcel post traveling up to 150 miles, with one day being added for each additional 400 miles.

b. Appointing a Consumer Advocate to assist customers with mail service complaints and, subsequently, introducing a Consumer Service Card for easy reporting by customers of service problems, suggestions, information requests, and compliments. More than 4.3 million cards have been received since the program was introduced nationally in October 1975. In 1983, the Society of Consumer Affairs Professionals gave the Postal Service an Award of Merit for its complaint-handling systems, largely based on the card program. In addition to identifying system bottlenecks, card complaints have resulted in altered window hours, relocated street collection boxes, speedy repair of faulty self-service vending equipment, redesign of the return receipt form, and improvements in the forwarding

system, among other things. The cards have also been used in Congressional hearings.

c. Instituting a streamlined insurance system to speed settlement of insured mail claims.

d. Using color-coded labels to reduce the misrouting of bundled or packaged mail, eliminating rehandling between dispatch point and the receiving office where it is sorted for carrier routes or post office boxes.

e. Inaugurating the Stamps-By-Mail program, under which stamp orders by mail can be paid for by check for a small handling fee.

f. Upgrading First-Class Mail to airmail status, eliminating airmail as a separate rate category on May 1, 1977.

g. Increasing the maximum denomination of money orders from $100 to $500 and providing a more convenient form and receipt.

h. Accepting passport applications in 950 locations nationwide. 1.4 million passport applications were processed by the Postal Service in FY'84, for revenues of $7.3 million.

i. Increasing the number of Self-Service Postal Centers from 416 in FY'71 to 1,518 in FY'84. Revenue from these units increased from $12 million in FY'71 to $93.3 million in FY'84.

j. Introducing Merchandise Return Service, enabling shippers to authorize recipients to return defective, misdirected, or unwanted merchandise at the shippers expense.

k. Reaching agreement with the Agriculture Department to issue food stamps at postal locations in states where there is a "critical need for assistance." In FY'84, the Postal Service received $13.3 million in fees for this service.

l. Providing "On-Site Meter Setting" at a fixed fee for mailers, on a testing basis in 1971 and as a standard operation since August 1974. Under this program, a Postal Service representative goes to a mailer's office on a scheduled basis to set postage for whatever amount is desired.

m. Increasing the C.O.D. ceiling from $200 to $400. In 1984, revenue was $23,030,000 for 11,960,000 transactions.

n. Introducing "Speedy Bags," special plastic pouches to identify and hasten the processing of Special Delivery items by keeping them separated from the rest of the mail.

o. Responding to major recommendations contained in a 1978 report by a Joint Industry/Postal Service Task Force on Alternative Delivery Services by revising or eliminating many antiquated rules and regulations, such as lifting restrictions on use of overtime for delivery of third-class mail; accepting air-freighted second-class mail at airport mail facilities; and easing sacking and bundling requirements.

p. While committed to protecting its letter monopoly through the Private Express Statutes, exempting from coverage extremely urgent letters whose value or usefulness would be greatly diminished if not delivered within specific time limits.

q. Keeping postage rates among the lowest in industrialized nations. For example, on February 17, 1985, rates in some major nations, converted to U.S. currency, were: Norway, 26.8 cents; Germany, 24.7 cents; Canada, 23.9 cents; Japan, 23 cents; Australia, 22.9 cents; and Italy, 22.6 cents.

r. Issuing a joint statement with the National Association of Letter Carriers encouraging support to community social service agencies in a program called Carrier Alert. Under this program, carriers — alerted by an accumulation of mail to possible illness or accident suffered by their customers, such as shut-ins, the elderly, and handicapped — report to the local agencies for appropriate follow-up.

s. Modernizing and mechanizing the physical plant of the Postal Service, so that today more than 70% of mail in mechanized offices is being sorted mechanically, compared to 25% before reorganization.

t. Increasing gross productivity by 60.3% since 1970, 4.7% being achieved in FY'84.

6. Improved employee opportunities for job satisfaction and career development by initiating a number of new programs and effecting changes in traditional methods of operation, such as:

a. In an effort to improve labor management relations by redirecting management away from traditional authoritarian practices, signed a statement with three national postal unions (the National Association of Letter Carriers, National Rural Letter Carriers Association, and National Post Office Mail Handlers) initiating a jointly planned and directed

process to provide opportunities for employees to become involved in the identification and solution of problems which affect their work and the quality of their lives at work.

b. Increasing emphasis on the need for equal employment opportunity and sensitivity toward minorities by involving all levels of management in affirmative action planning and training and by establishing a national Equal Employment Opportunity Committee with responsibility for reviewing and enforcing all affirmative action programs, particularly where women and minority group members are under-utilized. By the end of FY'84, minority employees had increased 3% since 1971.

c. Employing one of the largest veteran and handicapped workforces in the nation. About 50% of the present career workforce are veterans: over 78,000 of these workers are disabled and over 14,000 have over a 30% disability. In 1984, approximately 20,381 employees were handicapped, 4,738 of them severely. Although the Postal service employs about 24% of all federal employees, it employs about 45% of the disabled veterans in the federal sector.

d. Appointing a manager for the Women's Program in 1974, charged with assuring equality of opportunity for women in the Postal Service. Women now make up 27.3% of the postal work force, compared to 20.8% in 1974, and 18.9% of the mid-level and above management force, compared to 10.7% in 1974. (Five women are among the officers of the U.S. Postal Service in 1985, including the Deputy Postmaster General.)

e. Opening the ranks of the Postal Inspection Service to women; there were 106 women serving as postal inspectors in February 1985.

f. Greatly expanding its training efforts since 1971, through four major systems offering a variety of training experiences. Primary emphasis is given to individual management development and technical and operational development of managerial and craft employees. Management, supervisory, and specialist training takes place at the William F. Bolger Management Academy at Potomac, MD; at field centers in Memphis, TN, Oakbrook, IL, and Los Angeles, CA; at the Technical Training Center at Norman, OK; at postal employee development centers in 180 major postal facilities; and at other selected locations. Instruction for supervisors and managers revolves around two major programs: the Management Action Series (MAS) for newly ap-

pointed or promoted personnel, and special programs for incumbent supervisors and managers. These cover the functional areas of mail processing, delivery services, postmasters, employee and labor relations, finance, and other management programs, expanded to offer training to more than 18,840 personnel in FY'83 and to 19,842 in FY'84. The Technical Training Center in Norman, OK conducted increased resident maintenance training for the fifth year in a row. Over 15,400 maintenance personnel attended classes for a total of more than 187,000 training days. The Training Center offers extensive courses in all phases of mechanized, automotive, and automated equipment maintenance, as well as courses in building maintenance and support services. New course offerings include two courses to increase electronic technician skills in maintaining optical character readers, and one course each in computerized building management control systems and in the repair and overhaul of diesel engines. Over 96% of maintenance employees successfully complete their training. Since its development in 1974, the Postal Employee Development Network has become one of the Postal Service's major achievements. There are 176 training centers located throughout the country, offering training and career guidance services to all USPS employees. The programs are primarily self-instructional. More than 50,000 employees took coursework in the PEDC system during FY'84.

g. Increased emphasis on career counseling and career awareness for all management and craft employees. In 1984, approximately 130 conferences, seminars, and learn-ins were attended by 34,000 employees. There are also a number of career development programs to provide cross-training and developmental activities, such as Management Associates, PCES Candidates, Management Trainees, Professional/Specialist Trainees, Maintenance Career Progression, Headquarters/Field Interchange, and the Women's Program.

h. Expanded PAR, the Program for Alcoholic Recovery, now available to approximately 93% of the postal workforce. More than 44,000 individuals have utilized PAR services since its inception and approximately 11,500 are currently participating in the program. Supervisors and managers receive ongoing training at field installations through the use of a film and program guide that deals with the identification and referral of employees troubled by alcoholism to PAR and other counseling services. Although impossible to put a price tag on costs

associated with the misuse of alcohol, such as accidents, lost workdays, and lost productivity, among others, it is estimated that the drinker costs the employer one-fourth of his annual salary. Over the years, the Postal Service has saved millions of dollars by assisting employees to recover from alcoholism and regain their health.

i. Recognizing that some postal employees, like other segments of society, suffer from substance abuse problems other than alcoholism, expanded the PAR Program to provide assistance to employees who have problems associated with drug abuse. Initial plans call for training of managers, medical officers, nurses, supervisors, and PAR personnel in identifying and evaluating postal employees who are troubled by drug abuse and referring them for counseling and treatment.

j. Made a concerted effort to improve safety practices, especially at bulk mail centers, by monitoring equipment usage, stressing training and good work habits, and recognizing accident-free records. During 1981, management safety committees were set up at every functional level within the Postal Service.

k. Streamlined selection procedures for postmasters while developing new criteria for ranking their responsibilities.

l. Established Postal Career Executive Service (PCES) to identify, develop, assign, and reward postal executives with demonstrated leadership potential.

7. Cracked down on postal law violators by:

a. Winning passage in Congress of the most important anti-pornography measure in decades, permitting householders to fill out a form at their local post office to prevent sexually-oriented advertising from coming to their homes. In 1984, this measure had virtually eliminated customer complaints on obscene mail.

b. Giving priority to pornography cases involving children: in FY'84, investigations led to the indictment and conviction of 38 individuals for dealing in child pornography.

c. Since July 1, 1971, securing the conviction of 267 of the nation's commercial dealers in pornography responsible for the majority of public complaints on obscene mail.

d. Creating a new professional security force at

major post offices to provide protection to mail facilities and employees.

e. Reducing burglary losses by approximately 92%, from a high of $3.2 million in FY'70 to $255,557 in FY'84, and dropping the number of burglaries by more than 65%, from 1,972 in FY'70 to 691 in FY'84, fewer than for any year of the last 25. These results stem mainly from increased physical security at postal facilities and improved investigative techniques.

f. Obtaining an overall robbery solution rate of 58% in FY'84.

g. Investigating more than 200,000 complaints of alleged mail fraud. In FY'84, the Inspection Service investigated 2,088 fraud cases, resulting in 1,042 convictions. (Restitutions and fines totaled more than $12.7 million.)

h. Developing a comprehensive crime prevention program to create and maintain a postal environment as free as possible from criminal attack. The crime prevention program covers the areas of mail fraud, external crimes, and internal crimes. During FY'82, the Inspection Service joined the Crime Prevention Coalition, a group of 70 national, non-profit organizations, federal agencies, and state affiliates. The Coalition represents a partnership of business, labor, law enforcement, government, and citizen groups in a common effort to increase citizen awareness and involvement in crime prevention.

i. Received the Federal Award for the National Crime Prevention Coalition Awards Program, recognizing the Postal Service as the federal agency which made the most significant contributions to crime prevention and the McGruff campaign during 1983. To heighten public awareness about crime, a stamp was issued on September 26, 1984, to commemorate crime prevention, featuring McGruff, the crime dog, and the slogan "Take a Bite Out of Crime."

8. As the third largest user of energy with the federal government, the Postal Service responded to the need to conserve energy by:

a. Reducing energy consumption by more than 27% since 1975 in buildings encompassing more than 180 million square feet where the Postal Service pays utility costs. In the same period, use of heating fuel oil has dropped by 52%. These accomplishments surpass the 20% energy reduction goal and 30% heating fuel oil reduction goal which fed-

eral agencies must achieve by the end of FY'85.

b. Initiating a formal energy investment program in FY'77, utilizing architects and engineers, contractors, and in-house resources to implement building, electrical and heating, and ventilating and air-conditioning modifications in over 18,000 facilities.

c. Completing a national relamping program, installing over 3.5 million energy efficient fluorescent lamps.

d. Installing more than 140 general monitoring systems to control heat ventilating and air-conditioning systems in our larger facilities.

e. Implementing a computerized information system to track and monitor energy consumption in all facilities.

f. Installing both active and passive solar systems for space heating and domestic hot water systems.

g. Converting 26 facilities to the use of coal as an alternate fuel.

h. Converting over 17,000 motorized delivery routes to walking routes by the end of FY'84.

i. Continuing to test the applicability of alternate fuels for postal vehicles, including electric power, alcohol, diesel, and compressed natural gas.

j. Designing new facilities to use 45% less energy than was used by facilities of similar size in 1975.

k. Testing the van-pooling concept, where several carrier routes are served by a van, rather than a vehicle for each route.

l. Initiating a procurement process for purchasing more fuel-efficient long life vehicles (LLVs) to replace the present light delivery fleet. Rapidly increasing volumes on delivery routes, ongoing attention to energy conservation, and the utilization of alternative fuels, as well as the cost impact of the normal eight-year vehicle replacement cycle, have led to the design of the LLV, which has a life expectancy of 24 years.

9. Although mail volume has increased by 46.7 billion pieces, or 55%, since 1971, reduced postal employment by about 39,093 positions, or about 5.3%, through attrition, more effective utilization of personnel, and closer control of hiring and overtime.

10. Eliminated the traditional classification of post offices (first, second, third, and fourth class). In July 1979, an expanded system of factors was introduced to rank associate post offices on the basis of workload. This Workload Service Credit (WSC) system provides a numerical rating for responsibilities used in establishing a post office grade level.

11. Implemented new envelope standards, under which letters and postcards smaller than 3½ inches high by 5 inches long are no longer mailable, while those weighing 1 oz. or less and larger than 6⅛ inches high by 11½ inches long are surcharged 10 cents.

12. Effective January 1, 1978, copyrighted designs of U.S. postage stamps, stationery items, souvenir cards and sheets, individual embossed stamped envelopes, aerogrammes, postal cards, and other philatelic items.

13. Ended its public service subsidy from the federal government by FY 1983.

B. 1983 - 1984

Specifically, the U.S. Postal Service, in 1983:

1. Handled 119.3 billion pieces of mail, a 4.7 percent increase over FY'82.

2. Initiated ZIP + 4 and rate incentives to mailers meeting certain qualifications.

3. Ended the fiscal year with a net income of $616 million.

4. Implemented the All Services Campaign to provide an improved quality of services to customers.

5. Deployed approximately 1.4 million post office boxes at both postal and nonpostal locations, 200,000 of which were detached post office box units.

In 1984, the Postal Service:

1. Handled 131.5 billion pieces of mail, a 12.1 billion increase over FY'84, the largest annual mail volume in the world.

2. Moved the processing of all second-class mail from the bulk mail centers through the surface preferential mail network.

3. Began to automate window service in work stations by installing programmable calculators, electronic scales, or a combination of the two in a single unit called integrated retail terminal, or IRT.

4. Signed a comprehensive agreement with Canada Post Corporation to improve service and increase mail volumes between our two countries.

5. Opened a new permanent exhibit, "Delivering the Mail," at the Museum of Science and Industry in Chicago.

6. Used binding arbitration for the second time in Postal Service history to achieve contract settlement with postal unions.

7. Installed a telecommunications device for the deaf (TDD) to help deaf customers with telephone inquires or complaints.

8. Ended the fiscal year with a net income of $117 million, the third consecutive year in which a financial surplus has been achieved.

9. Increased gross productivity to 181,419 pieces per work year from 173,320 pieces per work year in 1983, marking 10 consecutive years of increased productivity by workers.

10. Received the President's Occupational Safety and Health Program Award for the second straight year, in recognition of postal success in providing a safe environment for workers.

11. Began testing extended lobby hours at 17 sites to better serve customers holding 9-to-5 jobs.

12. Initiated "lobby sweeps" by postal employees to direct customers to proper service window.

C. 1984 Statistics

1. Overview

All figures are for fiscal year 1984 unless otherwise noted.

The United States Postal Service in 1984:

—Operated on a $26.2 billion annual budget with a payroll of $22.1 billion.

—Employed over 702,123 people at year-end, more than any non-military agency of the Government.

—Handled over 131.5 billion pieces of mail, more than a third of the total volume of the reporting nations of the world.

—Issued about 30 billion stamps, enough to stretch around the globe 19 times.

—Maintained more than 394,823 collection boxes and other receptacles around the clock in postal locations and on street corners.

—Operated 29,750 post offices and 9,636 stations, branches, and community post offices.

—Occupied over 201 million square feet of interior space in about 45,000 facilities. (This figure applies to postal-controlled real estate; it does not include contract branches and stations and community post offices which are furnished by the contractor.)

—Used approximately 200,000 cars and trucks, the second largest operational fleet in the Western world.

—Bought over $1.6 billion worth of air, rail, highway, and water transportation. (This figure includes domestic and international transportation.)

If the Postal Service were considered a non-government business, it would be the second largest employer, the second largest retail business, and the largest transportation-related company in the nation.

2. Finances *(in millions)*

Total Income	26,557.0
Total Expense	26,440.0
Net Income	117.4
Payroll (salaries and benefits)	22,157.2
Appropriations (operating)	879.0

3. Volume *(originating pieces in thousands)*

Overall	131,544,620
First Class	68,428,570
Priority Mail	293,442
Express Mail	43,907
Mailgrams	34,329
Second Class	9,522,476
Third Class	48,248,714
Fourth Class	599,037
International Surface	352,481
International Air	542,359
Penalty	2,523,178
Franked	923,955
Free for the Blind	32,172
Total International	894,840
Total Domestic	130,649,780

Per Capita	
1847	6 pieces of mail
1983	512 pieces of mail
1984	560 pieces of mail

4. Post Offices

Total Number of Post Offices	29,750
Classified branches and stations staffed by postal employees	4,184
Contract branches and stations not staffed by postal employees	3,744
Community Post Offices not staffed by postal employees	1,708
Total	9,636

5. Largest Post Offices

	Volume/FY '84 First Handling Pieces (Thousands)	Gross Revenue FY '83 (dollars)	Employees on-rolls quarter II FY'85
Los Angeles, CA	5,739,769	$330,734,929	10,369
GPO, NY	5,725,586	$856,569,717	22,305
Chicago, IL.	4,580,297	$589,476,265	14,872
Houston, TX.	4,052,194	$245,631,752	8,156
Boston, MA	3,712,841	$294,932,400	9,396
San Francisco, CA	3,614,246	$203,050,545	7,022
Philadelphia, PA.	3,478,123	$273,210,525	7,646
Dallas, TX	3,141,341	$300,309,779	5,503
Detroit, MI	2,746,222	$118,298,696	6,097
Atlanta, GA	2,720,045	$284,108,138	4,802
St. Louis, MO.	2,664,393	$165,000,437	5,800
Denver, CO	2,494,847	$161,137,848	4,432
Phoenix, AR.	2,477,646	$123,640,114	3,931
Cleveland, OH	2,453,146	$158,066,357	5,987
Baltimore, MD	2,361,449	$154,341,997	5,171
Washington, D.C	2,341,080	$212,117,368	5,711
Minneapolis, MN	2,272,283	$206,852,485	3,965
Miami, FL	2,248,838	$146,897,224	5,035
Pittsburgh, PA	2,186,006	$143,228,330	4,847
*No. Va. Facility,VA	2,087,394		1,852
San Diego, CA	2,073,416	$100,642,540	3,366
*North Suburban, IL.	2,028,785		2,833
Seattle, WA	2,015,949	$141,260,272	3,671
Brooklyn, NY.	1,991,119	$101,150,366	5,316
Columbus, OH	1,886,114	$134,491,771	3,041

*North Suburban and Northern Virginia are mail processing facilities only.

Note: The following offices rank within the top 25 in revenue but are not among the top 25 offices in volume: Kansas City, MO ranks 21 with receipts of $127,091,547; Milwaukee, WI ranks 23 with receipts of $132,493,239; Indianapolis, IN ranks 24 with receipts of $132,469,705; Newark, NJ ranks 25 with receipts of $76,045,622.

6. Employees

1984

Total employees (including substitutes, part-time and casuals)	702,123
Full-time only	561,419
Administrative (Headquarters)	3,148
Field (including substitutes, part-time and casuals)	687,659
Postmasters	28,140
Mail Handlers/Clerks	236,753
City Carriers/Drivers	171,434
Rural Carriers	34,679
Supervisors and Technical Personnel	42,799
Regional and other field units	6,523

Inspection Service	4,510
Special Delivery Messengers	1,790
Building/Equipment Maintenance Personnel	27,524
Vehicle Maintenance Facility Personnel	4,119
Total Female Employees, HQs & Field	203,362
Headquarters	1,112
Regional Staff & Related	825
Postmasters	13,476
Mail Handlers/Clerks	121,266
City Carriers/Drivers	23,984
Rural Carriers (including substitutes)	25,900
Supervisors & Technical Personnel	8,019
Officers-in-Charge	25

Maintenance 2,109
Special Delivery Messengers 178
Inspectors 106

7. Buildings

Postal Service-owned buildings providing
   111.6 million square feet 5,096
Privately leased or rented buildings providing
   84.4 million square feet 29,308
Government-leased buildings providing
   5 million square feet 330
Free facilities, providing 210,349 square feet 60
Contract branches and stations and Community
   Post Offices (space furnished by contractors) 5,452

8. Vehicles

Total Number of vehicles in use 202,425
Owns and operates 130,735
*Leased from letter carriers, manned by
   employees 2,781
Highway contracts for vehicle and driver in city
   and between cities 14,556
Rural routes, government employees providing
   car 38,950
Drive-out agreement, providing carriers
   transportation 6,670
*Leased from commercial sources for letter
   routes, manned by employees 8,733

*Not including temporary, standby, and emergency.

9. Deliveries

City Regular Routes 137,398
   Total possible city deliveries . . . . 72.4 million
   Businesses served . . . . 5.9 million

Rural Routes 38,917
   Boxes served . . . . 16.6 million
   Average daily miles by rural carriers . . 63.2 miles
   Total daily miles by rural carriers . . . . 2.4 million

10. Miscellaneous

Longest Rural Route - 173.75 miles, George West, Texas

Shortest Rural Route - 2.41 miles, LaGraneville, New York

Longest Star Route - 2,621 miles from Atlanta, Georgia to San Francisco, California

Mail Moved by Air - domestic - 1,750,906,438 pieces; international - 236,833,430 pieces

Westernmost Post Office - Pago Pago, Samoa, near International Date Line

Easternmost Post Office - Majuro, Marshall Islands, near International Date Line

Northernmost Post Office - Barrow, Alaska

Southernmost Post Office - Pago Pago, Samoa, near the International Date Line

Highest Post Office - Leadville, Colorado

Lowest Post Office - Mecca, California

Coldest Area in Postal System - Wainwright, Alaska, 180 miles north of Arctic Circle

Hottest Area in Postal System - Death Valley, California

Lowest ZIP Code - 00401, Reader's Digest Association, Pleasantville, New York

Highest ZIP Code - 99950, Ketchikan, Alaska

*Dead Mail - in 1983, more than 51.3 million letters and 1.4 million parcels; in 1984, more than 74.8 million letters and 1.1 million parcels

*The increase in dead letters reported from 1983 to 1984 is attributed to the increase in the overall mail volume as well as the availability of more reliable, standardized data for dead mail.

Part VII — U.S. Postal Service: Labor Relations

The Postal Reorganization Act (PL 91-375 of August 12, 1970) provides that the Postal Service shall accord recognition to its employee labor organizations and that the National Labor Relations Board shall decide in each case the unit appropriate for collective bargaining in the Postal Service.

The Act also provides that the Postmaster General negotiate an agreement on wages, hours, and working conditions with the labor organizations who held national exclusive recognition rights on the date of the enactment of the Reorganization Act. There were seven labor organizations holding such recognition rights on August 12, 1970, those known informally as the maintenance employees, special delivery messengers, motor vehicle employees, postal clerks, letter carriers, mail handlers, and rural letter carriers.

During the course of the first negotiations between January 20, 1971, and July 20, 1971, several of the unions merged, although the pact was signed by all seven organizations who began the bargaining. Since 1971, each of the four unions below is the exclusive bargaining representative of all employees in the bargaining unit for which each union has been certified and recognized at the national level:

a. The American Postal Workers Union (APWU), AFL-CIO (successor to the national Association of Post Office and General Services Maintenance employees, the National Association of Special Delivery Messengers, the National Federation of Post Offices Motor Vehicle Employees, and the United Federation of Postal Clerks. Also included in the merger was the National Postal Union, which did not have any prior recognition at the national level).

b. The National Association of Letter Carriers (NALC), AFL-CIO.

c. The National Post Office Mail Handlers, Watchmen, Messengers, and Group Leaders Division of Laborers' International Union of North America, AFL-CIO.

d. National Rural Letter Carriers' (NRLC) Association.

In setting forth a process of collective bargaining between the Postal Service and its employees, with provisions for fact-finding and, as a last resort, compulsory arbitrations of outstanding disputes, the Postal Reorganization Act also stipulated that the bargaining agreements should be effective for not less than two years.

The first pact was reached after six months of exacting negotiations, including a 45-day study by a fact-finding panel and mediation by W.J. Usery, Jr., Assistant Secretary of Labor. It became effective July 20, 1971, and was the first labor contract in the history of the federal government to be achieved through the collective bargaining process. Among the main pay provisions were a five-step $1,250 wage increase, plus a lump sum payment of $300, and a cost-of-living adjustment not to exceed $160 in July 1972.

The second National Agreement (for 1973-1975) was signed after extensive bargaining between postal management and representatives of the four exclusively-recognized employee unions listed above. The main pay provisions of this agreement were a general pay increase of $700 per year effective July 21, 1973; a general wage increase of $400 per year effective July 21, 1974; and a cost-of-living arrangement which provides for four possible wage adjustments during the term of the agreement, all based upon the Consumer Price Index formula of each full 0.4 point increase in the Consumer Price Index equaling 1 cent per hour in wage increase. This increase was within the guidelines of the Cost of Living Council and was approved by the Council.

On September 4, 1975, the Postal Service and the four recognized employee unions signed a new three-year national agreement which, among other things, calls for wage increases totaling $1,500 over the life of the contract, continued cost-of-living increases, and a continuation of the no-layoff clause.

The first three agreements with the four national unions, those of 1971, 1973, and 1975, were joint agreements in which the unions bargained as a coordinated group and all were party to a single National Agreement. In 1978, however, the National Rural Letter Carriers' Association negotiated a three-year agreement, separate and apart from the other three national unions, which provides for a 2 percent in-

crease effective July 22, 1978; 3 percent effective July 21, 1979; and 5 percent effective July 26, 1980. In addition, the $1,518 per annum cost-of-living adjustments received under the 1975 Agreement was added to the base salary effective November 4, 1978. Semi-annual cost-of-living adjustments based on 1 cent for each full 0.4 point increase in the Consumer Price Index-Revised were continued in this agreement except that such adjustments were no longer uncapped. There were six cost-of-living adjustments capped as follows:

November 1978 . . . . .Uncapped
November 1979 . . . . .18 cents
November 1979 . . . . .31 cents
May 1980 . . . . .44 cents
November 1980 . . . . .59 cents
May 1981 . . . . .73 cents

The no-layoff provision contained in the 1975 Agreement was continued under the new Rural Carrier Agreement.

The American Postal Workers Union, the National Association of Letter Carriers, and the National Post Office Mail Handlers, Watchmen, Messengers and Group Leaders Division of the Laborers' International Union of North America negotiated jointly with the Postal Service for a new three-year National Agreement to be effective July 21, 1978. Agreement was reached, based upon the same general provisions agreed upon with the Rural Carriers, but this agreement was rejected in ratification by members of each of the three unions. As provided under the Postal Reorganization Act, the parties agreed to a special mediation/arbitration concept to settle the impasse.

Under the procedure, the Director of the Federal Mediation and Conciliation Service appointed a single individual to attempt to mediate a settlement within a 15-day time frame. If unsuccessful in getting the parties to reach agreement, this appointed individual was mandated to issue a final and binding decision. By terms of the procedure agreed to by the parties, the award was limited to the issues of wages and layoff.

The arbitrator revised the general increases downward, uncapped the COLA formula, and revised the "no layoff" provisions of previous National Agreements to permit the Postal Service to lay off members of the regular work force hired after September 15, 1978, provided they had not completed six years of continuous service, i.e, did not work in at least 20 pay periods during each of the six years.

The settlement in the 1978 National Agreement pro-

vided salary increases of $500 per annum effective July 21, 1978; 3 percent per annum effective July 21, 1979; and $500 per annum effective July 21, 1980. The $1,518 per annum cost-of-living adjustment generated under the 1975 Agreement was added to basic salaries effective November 4, 1978. Finally, the cost-of-living adjustment formula in the 1975 Agreement, providing for semi-annual increases based on 1 cent for each full 0.4 point increase in the Consumer Price Index, was continued unchanged.

In 1981, the Postal Service negotiated new agreements with three of the four unions together representing 560,000 employees: the APWU, the NALC, and the NRLC. The start of the negotiations was delayed by a Postal Service request for bargaining unit clarification, but new agreements were reached July 21, 1981, and were ratified by an overwhelming majority of members of the three unions.

The wage pact included general salary increases, one-time lump-sum cash and bonus payments, retention of the uncapped cost-of-living adjustments, and continuation of the lay-off provisions established in the 1978 arbitration award.

The Postal Service and the Mail Handlers Division of the Laborers Union of North America, representing 38,500 members and bargaining separately from the NALC and APWU for the first time, failed to reach an agreement and, after waiving the fact-finder's process, resorted directly to binding arbitration, as provided by the Postal Reorganization Act.

On January 8, 1982, a panel of three arbitrators decided the outstanding issues, including provisions for three annual salary adjustments of $375 and three lump-sum bonuses. The first bonus of $100 would be retroactive to July 25, 1981; the second bonus of $200 was effective July 24, 1982; and the third lump-sum bonus of $300 was effective July 23, 1983.

This contract, effective through July 20, 1984, also provided for the continuation of semi-annual cost-of-living adjustments.

On April 24, 1984, the Postal Service and the four major unions began negotiations to arrive at collective bargaining agreements. These agreements covered approximately 625,000 employees represented by the American Postal Workers Union, the National Association of Letter Carriers, the National Rural Letter Carriers Association, and the National Post Office Mail Handlers. The first two unions chose to negotiate jointly with Postal Service management while the other two pursued independent courses.

After numerous bargaining sessions, the parties at the American Postal Workers Union and the National Association of Letter Carriers bargaining table reached impasse shortly before midnight on July 20, while the Mail Handlers and Rural Letter Carrier negotiations reached impasse on the morning of July 21. The parties then turned to the statutory factfinding process. On September 5, the Postal Service, the American Postal Workers Union, and the National Association of Letter Carriers agreed to forgo factfinding and returned to the bargaining table in an attempt to narrow and focus the issues in dispute. No agreement was reached in the meetings, held from October 1 through October 19, and the process moved to interest arbitration. Although the Postal Service and Mail Handlers completed factfinding on September 7, subsequent meetings to resolve issues proved unsuccessful and the parties moved to interest arbitration. The factfinding panel for the National Rural Letter Carriers Association concluded on October 13.

Interest arbitration began on October 19 with three panels of three arbitrators. On December 24, arbitrators issued a binding award giving pay increases of 2.7 percent in each of the next three years to more than 560,000 postal employees represented by the NALC, the APWU, and the NPOMH. The contract, retroactive to July 20, 1984 and effective through July 21, 1987, designated Martin Luther King's birthday as a holiday beginning January 1986 and provided for the continuation of the six-year COLA proviso outlined in the 1981 agreement. The one-time yearly bonus that was part of the 1981-84 contract was deleted and forced overtime was increased from time-and-a-half to double time. The agreement also provided reduced starting wages for new employees by adding new grades and steps at both ends of the pay schedule, creating a two-tier system called the "unitary structure."

The pact with the independent NRLCA was virtually identical to the other agreements but was established for a 3½ year period to terminate January 20, 1988.

Employees excluded from the above agreements are managerial and supervisory personnel, professional employees, employees engaged in personnel work in other than purely nonconfidential clerical capacity, security guards as defined in PL 91-357, all Postal Inspection Service employees, and all employees in the supplemental work force which is comprised of casual employees.

Also excluded from the Agreements are employees who work in postal facilities which are not engaged in customer services and mail processing including, but not limited to, Headquarters, regional offices, Postal Service Training and Development Institute, the Technical Center in Norman, Oklahoma, Stamped Envelope Agency, and supply centers.

The Reorganization Act provided that each employee of the Postal Service shall have the right, freely and without fear of penalty or reprisal, to form, join, and assist a labor organization or to refrain from any such activity, and each employee shall be protected in the exercise of this right.

Postal employees have had union representation for many years. Letter carriers formed a social and mutual benefit association in 1863; the National Association of Letter Carriers was formed in 1889. The National Association of Postal Clerks was formed in 1890; the National Rural Letter Carriers' Association in 1903. Some of the organizations had split, merged, or regrouped during subsequent years. During the 1960s, there were nine postal unions, six of them affiliated with the AFL-CIO and seven holding national exclusive recognition certification. As previously stated, four of the seven, plus the National Postal Union, merged into the present American Postal Workers Union in 1971.

The historic agreements between the Postal Service and its employee representative organizations are a reflection of the policy of the Postal Service to provide compensation, working conditions, and career opportunities that will assure the attraction and retention of a well-trained and well-motivated force to improve the effectiveness of postal operations.

Part VIII — Postal Rate Commmission

The Postal Rate Commission is a five-member independent agency created by chapter 36, subchapter I of the Postal Reorganization Act of August 12, 1970 (84 Stat. 759; 39 U.S.C. 3601-3604), as amended by the Postal Reorganization Act Amendment of 1976 (90 Stat. 1303), approved September 24, 1976.

The Postal Rate Commission acts upon requests from the U.S. Postal Service or on its own initiative. Its major responsibilities are to:

—Submit recommended decisions to the U.S. Postal Service on postage rates and fees and mail classifications.

—Issue advisory opinions to the U.S. Postal Service on proposed nationwide changes in postal services.

—Initiate studies and submit recommendations for changes in the mail classification schedule.

—Receive, study, and issue recommended decisions and reports to the U.S. Postal Service on complaints received from the mailing public as to postage rates, postal classifications, postal services, and the closing or consolidation of small post offices.

Commission Members (February 1985) *Term Expires*

Chairman	Janet D. Steiger	10-14-86
Vice Chairman	Henry R. Folsom	10-14-88
Commissioners*	John W. Crutcher	10-14-86
	James H. Duffy	11-22-84
	Bonnie F. Guiton	11-22-88

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Part IX — Postal Bibliography

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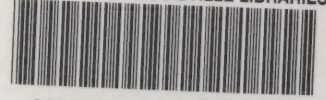
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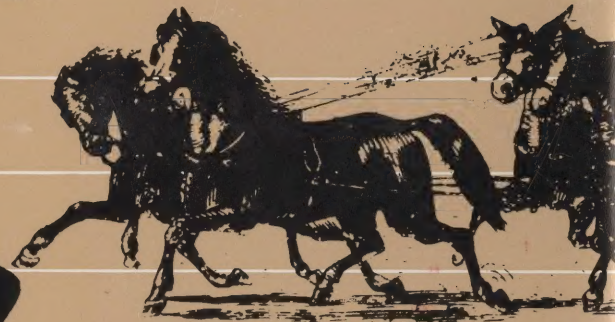"Curtailing Indirect Federal Subsidies to the U.S. Postal Service." 1984. Congressional Budget Office.

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